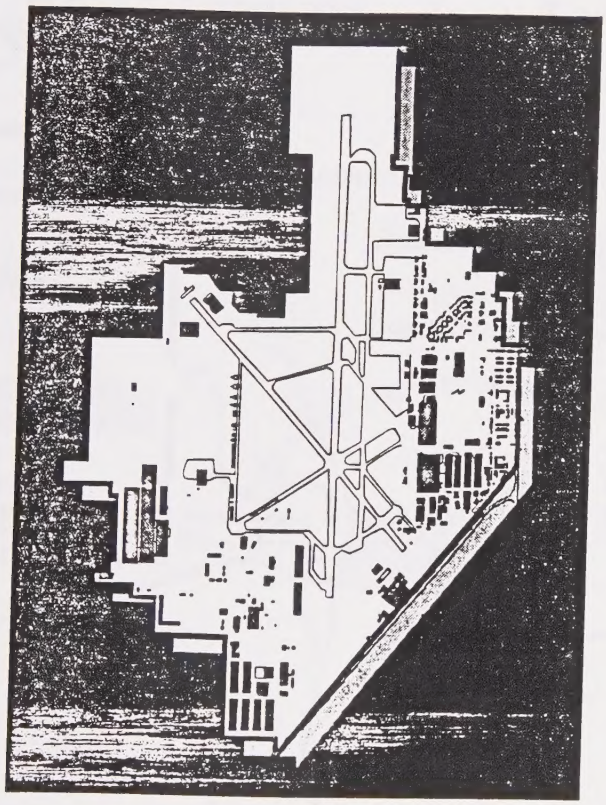
McClellan Air Force Base Refined Reuse Plan



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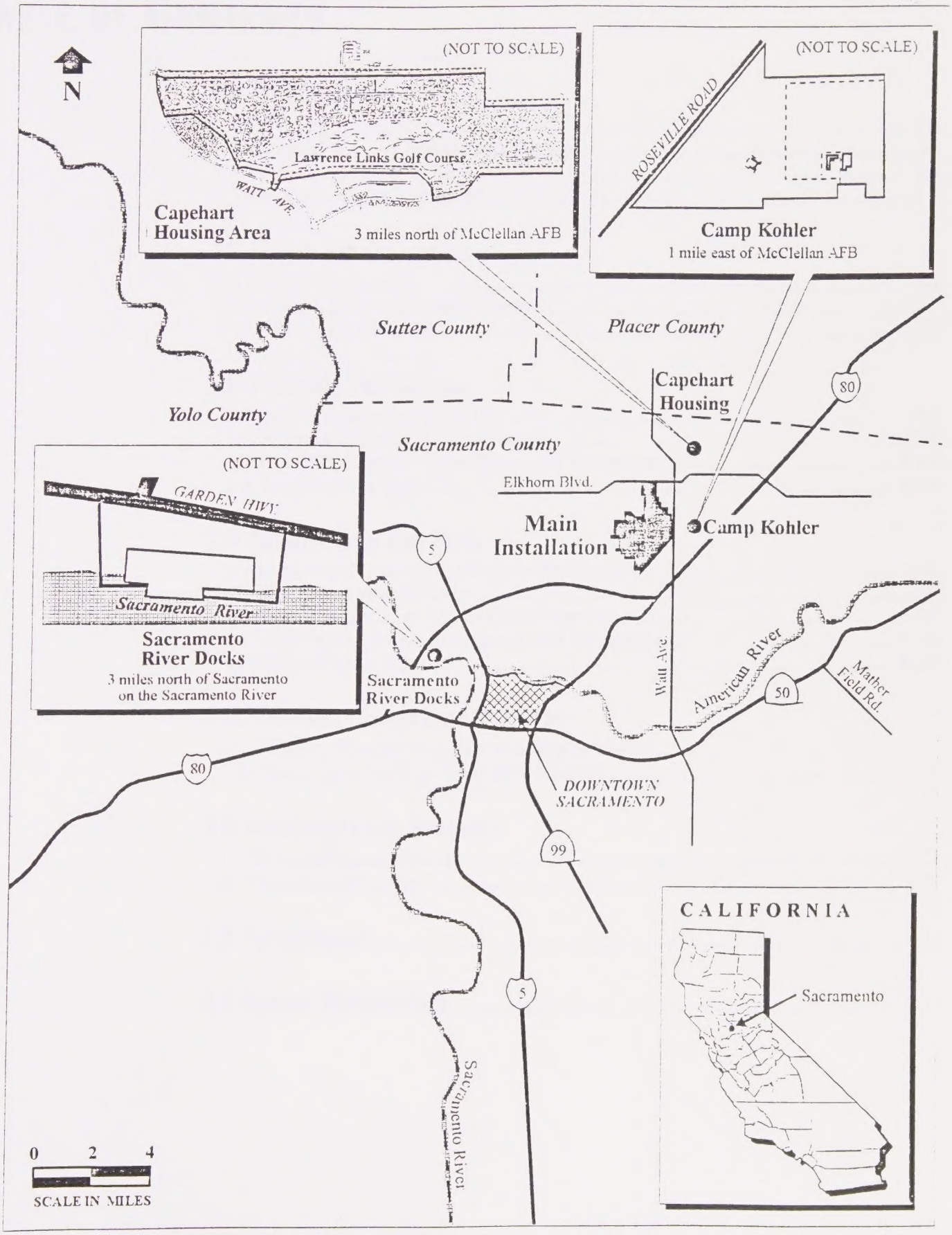

Figure 1-1 McClellan AFB Regional Setting: Main Installation and Satellite Properties

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1.0 Introduction

OVERVIEW

The purpose of this Refined Reuse Plan is to capture and document current information on the specific reuse programs proposed for McClellan Air Force Base (the Base) in support of the County's Economic Development Conveyance (EDC) strategy, Air Force's preparation of the required property disposal Record of Decision (ROD), and County's required review of property requests received for the Base. This Chapter provides background information on McClellan Air Force Base, including its history, setting, and a summary of the regulations governing the Base reuse process. A detailed description of the purpose and intent of this Refined Reuse Plan is presented in Section 1.4.

1.1 Setting

McClellan Air Force Base, formerly called Sacramento Air Depot and then McClellan Field, was first established in 1936 and intensely developed through 1941 in anticipation of the United States' involvement in World War II (WWII). Located in Sacramento County, California (Figure 1-1), the Base served as the principal supply and aircraft facility in the western United States. At one time it was the only supply depot on the west coast, later serving as a training center for staff at other western depots. McClellan was the pivotal supply depot on the west coast during WWII (1941-1945) and employed 17,652 civilians and 4,250 military personnel at the height of its involvement in the war effort. The activity level at the Base began to taper off in May 1945 with Germany's surrender to the Allied Forces.

Following WWII, the Base continued to serve as one of the country's five air maintenance depots providing a host of repair and maintenance services for military aircraft. Today, the Base services a variety of aircraft, including KC-135s, A-10s, F-15s, and F-111s, and houses a variety of tenants including the 940th Air Refueling Group Reserves and the U.S. Coast Guard. In addition to the uses associated with its airfield operations, miscellaneous manufacturing, electronics, scientific research, service, administrative, and residential functions are also conducted at the Base.

McClellan AFB is designated for closure on July 13, 2001.

In 1995, the Defense Base Realignment and Closure Commission (BRAC) designated McClellan Air Force Base for closure. The designated closing date for the Base is July 13, 2001.

The Base is the second largest employer in the County.

Before the BRAC decision in 1995, McClellan employed approximately 10,500 civilian employees and 3,000 military members. The McClellan community includes 34,000 retired military personnel and 50,000 retiree dependents who rely on the Base for medical, dental, and retail services. The Base has historically played a major role in the economy of the region as the second largest employer in the County after the State of California.

The Base is located in Sacramento County, approximately 7 miles northeast of the Sacramento downtown area (Figure 1-1). It is bounded by the City of Sacramento on the west and southwest; and the unincorporated Sacramento County areas of Rio Linda on the northwest, and North Highlands on the east. The primary industries in the region are warehousing/distribution and service industries associated with government offices. Growing industry sectors in the region include the computer and high-technology sectors as well as the more traditional agricultural processing and manufacturing sectors. Sacramento is at the nexus of three major California transportation routes: Interstates 80 and 5, and Highway 99.

For the purposes of this Plan, the Base is defined as the Main Installation and three satellite properties.

For the purposes of this Plan, the Base is defined as the Main Installation (i.e., the 2,856 acre site where principal industrial and administrative operations are based), and three satellite properties (Sacramento River Docks, Capehart Housing Area, and Camp Kohler).

The Sacramento River Docks occupy two acres on the Sacramento River approximately three miles northwest of downtown Sacramento and eight miles southwest of the Main Installation. The Capehart Housing Area is located approximately three miles north of the Main Installation and covers 207 acres (including 540 dwelling units). Camp Kohler consists of 35 acres and is located approximately one mile east of the Main Installation.

1.2 Reuse Planning Process and Context

THE OVERALL PROCESS AND THE ROLE OF THE COUNTY

The designated Local Redevelopment Authority for McClellan AFB is the Sacramento County Board of Supervisors.

Federal statutes lay out a joint federal and local process for planning the future of closing military bases and for accomplishing necessary/desirable property transfers. At the federal level, the responsible authority is the Department of Defense (DOD). At the local level, the responsible entity is the Local Redevelopment Authority (LRA). For McClellan AFB, the designated LRA is the Sacramento County Board of Supervisors. DOD will make all final property use and transfer decisions for McClellan. In doing so, however, DOD will work directly with the County so that local/regional needs and objectives are accommodated to the extent feasible. Relevant aspects of the planning/property transfer process are summarized in Table 1-1.

The County must consider a variety of planning issues and work within a federally defined property request/transfer structure in developing its Reuse Plan.

The County is responsible for preparing the local Reuse Plan. In doing so, the County must not only consider local and regional land use as well as economic and social contexts, but must also work within a tiered property request/transfer structure established at the federal level. This federal structure directly influences, but does not completely dictate, several aspects of the Reuse Plan. In this regard, federal regulations and related legislation have established a range of property disposal mechanisms and processes, each serving a specific purpose. These disposal mechanisms and processes are subject to a priority sequence in terms of entities requesting property at closing military installations. The primary mechanisms applicable to McClellan, listed in order of priority, are shown in Table 1-1.

Table 1-1: Property Conveyance Mechanisms

Entity To Receive Property	Property Transfer/Use Mechanism	Process and Status	Comments
Federal Agencies	Direct federal-to-federal transfer of title from DOD; or lease from LRA.	Formal screening process: requests submitted to DOD and LRA; screening process completed in March 1996. LRA considers requests as part of Reuse Plan process.	The LRA can request that DOD not honor requests if they are inconsistent with community planning objectives.
Homeless Assistance Providers	Direct transfer of title from DOD; or lease from LRA	Formal screening process conducted by LRA in cooperation with the federal Department of Housing and Urban Development (HUD); screening process completed in October 1996. LRA considers requests as part of Reuse Plan process—requests refined through Reuse Plan process.	The LRA must address homeless needs as part of its Reuse Plan; these needs, however, must be balanced with economic/land use objectives of the community. Homeless providers must also demonstrate financial ability to support programs for which they have requested property.
State and Local Agencies and Non-Profit Institutions	Public Benefit Conveyance (PBC); or lease from LRA	Formal screening process conducted by LRA; PBC requesters required to have sponsoring federal agency; screening process completed in October 1996. LRA considers PBC requests as part of Reuse Plan process—requests refined through Reuse Plan process.	Property conveyed through a PBC must be used for the specific purpose included in the property request; the requesting agency must demonstrate the financial ability to support the programs for which they have requested property. The LRA may recommend denial of a PBC if it is inconsistent with community objectives.
LRA	Economic Development Conveyance (EDC)	LRA submits formal EDC application to DOD; application currently in preparation.	This is the primary mechanism being pursued by the LRA to achieve property transfer. The mechanism is essentially a negotiated sale with terms based on LRA business plan.

The County is charged with considering and responding to property requests as part of its reuse planning efforts.

Given the above-described context, great emphasis is placed on the County's role in determining the future of McClellan. The County is charged with assessing and responding to the economic, social, and land use opportunities and constraints represented by the McClellan properties, as well as considering and responding to the federal, homeless assistance, and public benefit property screening processes. Environmental review of proposed reuse actions (per the California Environmental Quality Act - [CEQA]) is also part of the LRA/County's responsibility.

THE PROCESS AT MCCLELLAN

Privatization Strategy and the Public/Private Competition

The process described in the previous section is common to all or most closing military bases across the country. However, given its critical role as an employer, technology leader, and industrial center in the Sacramento regional economy,

McClellan has been identified as a primary candidate for public/private competition of DOD workloads that have traditionally been accomplished at the Base. This relatively unique emphasis presents an important opportunity to retain the jobs and skills of a substantial proportion of the existing McClellan workforce, and to preserve a significant portion of the economic activity which has historically been associated with the Base.

The County is focusing McClellan's reuse on an aggressive and early privatization strategy based upon retention of the DOD workload.

In cooperation with the Air Force, the County is focusing McClellan's reuse on an aggressive and early privatization strategy whereby federal workloads will be contracted to private companies and carried out in McClellan's existing state-of-the-art industrial facilities. These activities will provide the anchor for further economic growth and commercialization at McClellan.

Per Title 10 USC, Section 2469, any procurement of a DOD workload worth more than $3 million per year must be subject to a competition between interested private contractors and a public entity. This requirement was triggered at McClellan by the continuing need to service existing military aircraft and components currently accomplished at the Base (otherwise referred to as the DOD workload).

The Air Force has solicited interest from private contractors, who are competing with the Air Logistics Center at Hill AFB, Utah, which is not scheduled for closure. The competition officially began in January 1997 and spans a nine-month due diligence period during which the private contractors and the Hill AFB Air Logistics Center are preparing proposals to conduct the DOD workload. Final proposal submissions are not limited to the due-diligence offerors. Following review of these proposals by the Air Force, one of the offerors will be selected and awarded the workload in January 1998.

All reuse activities are structured toward retaining the DOD workload.

It is the expressed goal of the County to have a private contractor win the competition and, in so doing, retain existing jobs at McClellan. All reuse planning, business development, and other activities of the LRA are structured toward supporting the goal of retaining the DOD workload at McClellan.

LRA Organization and Public Involvement

To address the challenges of base closures within the Sacramento region, the Sacramento County Board of Supervisors created the Department of Military Base Conversion. With the announced closure of McClellan, the Board of Supervisors assigned to the Department staff responsibility for the reuse of McClellan. The Department draws upon the resources of various County departments and agencies, special districts, and the community of Sacramento to shape and guide reuse and redevelopment efforts at McClellan.

The Planning Team and Action Team are charged with advising the County on the development of the local reuse plan and business opportunities.

In its role as the LRA, the Board of Supervisors also established a public involvement program to help guide reuse and redevelopment efforts at McClellan. Central to this program are two volunteer advisory bodies, the Planning Team and Action Team, established to advise the County on the development of the local reuse plan and business opportunities. The charges of these two teams are outlined on the following page.

Planning Team: Produce a Reuse Plan for McClellan AFB in cooperation with the Action Team, consultants, and the County. The Planning Team is the primary advisory body responsible for this Refined Reuse Plan which will be presented to the Board of Supervisors for approval.

Action Team: Solicit, advocate, and aid in the development and evaluation of business proposals relative to the privatization and commercialization of McClellan AFB, and to recommend their implementation to the County. These recommendations must be consistent with the Reuse Plan, while also providing expedient response and clear direction to business inquiries.

Overall Goals of the Reuse and Privatization Planning Process

The reuse of McClellan requires that traditional reuse planning occur simultaneously with efforts to privatize the DOD workload.

The reuse and redevelopment of McClellan represents one of the most significant economic development challenges facing the Sacramento region today. In this regard, the County recognizes that McClellan is not base closure as usual, and requires that traditional reuse planning occur simultaneously with efforts to privatize the DOD workload.

Although privatization is not an exclusive element of the reuse planning effort, it plays an important role in fostering overall reuse and commercialization objectives. As noted above, it is the expressed intent of the County to have a private contractor win the public/private competition for the McClellan DOD workload and, in so doing, retain existing jobs and economic activity at the Base. In support of this intent, the County has established the following goals to guide the reuse and redevelopment planning for McClellan:

- Secure the jobs of the McClellan workforce;
- Maintain and strengthen McClellan's contribution to the regional economy;
- Diversify the economic base and attract sustainable economic development; and
- Ensure a smooth and expedient transition to civilian use.

1.3 Reuse Planning to Date

The primary focus of the Conceptual General Reuse Plan was to preserve, through privatization, the unique services currently performed on the Base.

The Planning Team prepared and approved a Conceptual General Reuse Plan for McClellan AFB, which was presented to and approved by the Sacramento County Board of Supervisors in September 1996. The primary focus of the Conceptual General Reuse Plan was to preserve, through privatization, the unique industrial services (i.e., aircraft maintenance and repair, etc.) currently performed at the Base. The industrial services would serve as the cornerstone for reuse activities and would support the continuation of the DOD workload at McClellan (i.e., from retaining this workload). Other commercial, residential, and non-industrial land uses would remain similar to pre-closure patterns, with an emphasis on commercialization and more efficient use of existing facilities.

Approval of the Conceptual General Reuse Plan serves as the statement of intent regarding the preferred reuse of the Base.

The approval of the Conceptual General Reuse Plan by the Board of Supervisors and the Planning Team serves as a statement of intent regarding the preferred reuse of the Base (which includes support for winning and retaining the DOD workload). Approval of the Conceptual General Reuse Plan was the first milestone in the overall reuse planning process and set the stage for the critical-path activities summarized below.

Property Screening Requests: Requests emerging from the various property screening processes required by federal regulations for closing military installations. These property screening processes include those for federal agency uses/retentions, homeless assistance uses, and public benefit uses. The property screening dates for federal uses/retentions closed in March 1996; while those for homeless assistance and public benefit uses closed in October 1996. Requests received from these screening processes are currently undergoing final evaluation by the County. The County's recommendations for these requests are presented in Chapter 5 of this document.

Baseline Conditions Studies: Detailed studies of facility, infrastructure, environmental, and land use conditions at the Base, as well as the economic, market, and regulatory environment which will effect reuse at McClellan. The results of these studies are presented in the Baseline Document and the Base Operating Infrastructure Study. The former was completed in January 1997, and the latter is scheduled to be completed in June 1997.

McClellan High Technology Special Planning Area (SPA) Zoning Ordinance: The SPA Zoning Ordinance, in conjunction with the Reuse Plan, will serve as the necessary local regulatory guidance in processing land use entitlements for private entities proposing to locate/operate on Main Installation property within the County's jurisdiction. The preliminary draft SPA reflects the uses and intent of the Conceptual General Reuse Plan and is currently undergoing consideration by the County. The SPA Zoning Ordinance is scheduled to be presented to the County Board of Supervisors along with the Final Environmental Impact Statement/ Environmental Impact Report (EIS/EIR) in mid July 1997.

Programmatic Environmental Impact Statement/Environmental Impact Report (EIS/EIR): A programmatic EIS/EIR is being prepared jointly by the Air Force under federal (National Environmental Policy Act [NEPA]) requirements and by the County under State of California (CEQA) requirements. The EIS/EIR (draft published in March 1997) evaluates the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance as the "Proposed Action". Completion of the EIS/EIR process (targeted for August 1997) is necessary for: [1] the Air Force to issue a Record of Decision (ROD) approving the County's land use and property disposition strategy, and [2] the County to approve any major reuse activities at the Base. Both actions are needed to place the County in a position to move expeditiously to accommodate the DOD workload after the competition is awarded in January 1998.

Economic Development Conveyance (EDC) Application: The EDC is the primary mechanism which will be used to transfer properties at McClellan from the Air Force to the County. The EDC application will be structured to best implement the

Reuse Plan, including its privatization and commercialization components. This application is being prepared recommending a phased transfer of properties to the County, with the first phase including lands and facilities critical to support the DOD workload and associated commercial activities. The EDC application is targeted for completion and submittal to the Air Force by August 1997.

1.4 Purpose of the Refined Reuse Plan

The purpose of the Refined Reuse Plan is to capture, document and support the County's EDC strategy and review of property requests, and the Air Force's preparation of the ROD.

As mentioned in the Overview section of this Chapter, the purpose of this Refined Reuse Plan is to capture and document current information on the specific reuse programs proposed for the Base in support of the County's EDC strategy, the Air Force's preparation of the required ROD, and the County's required review of property requests received for the Base.

The following discussion summarizes how this Refined Reuse Plan relates to the Conceptual General Reuse Plan approved by the Planning Team and Sacramento County Board of Supervisors in September 1996, and the ongoing environmental review process. An overview of the refinement process is also presented.

A Final Reuse Plan will be completed after resolution of the workload competition in early 1998.

It should be noted that the County has not finalized this Reuse Plan, as the envisioned reuse for McClellan is based on a private contractor wining the DOD workload competition and retaining this workload at McClellan. A Final Reuse Plan will be completed after resolution of the workload competition in early 1998.

RELATIONSHIP TO THE CONCEPTUAL GENERAL REUSE PLAN

In September 1996, the Planning Team and the Sacramento County Board of Supervisors approved the Conceptual General Reuse Plan as the appropriate direction for future reuse planning efforts at McClellan AFB. The Conceptual General Reuse Plan (the Plan) is a 7-page programmatic document which presented a vision for the civilian reuse of the Base. The Conceptual Plan emphasized reuse and maximization of existing facilities for like uses, with a focus on privatization and continuation of industrial and high technology uses.

The Refined Reuse Plan takes the planning process one step further in defining that vision by identifying specific reuse programs which have been proposed for the Base since September 1996. The information, direction and intent of this Refined Reuse Plan is consistent with the guidance provided in the Conceptual General Reuse Plan. Chapter 4 provides detailed discussion of each of the specific reuse programs currently under consideration by the County, including a summary of how these uses fall within the direction defined in the Conceptual General Reuse Plan.

RELATIONSHIP TO THE EIS/EIR

An important, parallel task currently underway is the required environmental review process for the disposal, transfer and reuse of the Base's property. The

requirement for environmental review is governed by NEPA and CEQA. To address the NEPA and CEQA requirements, the Air Force and County have elected to prepare a joint program-level Environmental Impact Statement/Environmental Impact Report (EIS/EIR).

The subject of the programmatic EIS/EIR is the disposal, transfer, and reuse of McClellan AFB. In order to evaluate the effects of reuse, the Conceptual General Reuse Plan and draft SPA Zoning Ordinance were used to define the "Proposed Action". As described in Chapter 2 of the draft EIS/EIR (which is currently undergoing public review), a series of assumptions were made so that the environmental impacts of reuse could be evaluated at a programmatic level. These assumptions were developed based on the direction and reuse areas defined in the Conceptual General Reuse Plan (see Section 4.2 for more detail).

The "other land use concepts" considered in the EIS/EIR represent the specific reuse programs which were known at the time the EIS/EIR was prepared. These programs are largely represented by property requests which are considered in this Refined Reuse Plan. As is the case in most programmatic documents, additional project-level review may be necessary for some individual reuse projects proposed for the Base. The necessity for project-level review will be determined on a case-by-case basis by the County.

REUSE PLAN REFINEMENT PROCESS

The Refined Reuse Plan forwards the planning process by incorporating specific reuse programs proposed since September 1996.

During the last eight months (September 1996 through May 1997), the planning process has yielded additional information which allows the County to refine and "fill in" the conceptual direction of the Reuse Plan with actual reuse programs. The following is a summary of the reuse planning processes which were initiated and/or completed during the last eight months and have contributed to the refinement of the Reuse Plan, including the actions which this Refined Reuse Plan is intended to support.

- Ensure coordination and consistency between Reuse Plan documentation and the EDC application currently under preparation.
- Reflect the County's decisions and recommendations regarding federal, homeless assistance and public benefit conveyance property requests (refer to Chapter 5). To the extent that some of these requests are still being defined or are subject to discussion beyond the timeframe of the Refined Reuse Plan, they will be considered during the Final Reuse Plan process (anticipated in early 1998 following the Air Force decision on the DOD workload competition).
- Contribute to the expeditious Air Force issuance of a property disposal ROD covering real property disposal at McClellan which reflects County goals and objectives. As noted previously, the ROD is a fundamental requirement prior to any transfer of property to the County or other requesting agency/entity. To the extent that some federal, homeless assistance, or public benefit requests are not resolved within the timeframe of this Plan, or other land use issues require further discussion, the Air Force's ROD may be issued in two stages. The first

stage (scheduled for August 1997) would primarily be focused on: [1] the industrial areas of the Base (i.e., those necessary to support the DOD workload and associated commercialization activities), and [2] federal, homeless assistance, and public benefit requests which the County has considered and approved as part of this Refined Reuse Plan process. The second stage ROD would encompass remaining areas of the Base and any federal, homeless assistance, and public benefit request decisions which the County is not prepared to approve as part of this Refined Reuse Plan.

- Incorporate into the Reuse Plan a vision statement, goals and objectives, and planning framework which are based on reuse principles the Planning Team has been developing and refining since November 1996. These principles will serve to guide future reuse planning at McClellan.
- Document the relationship between the proposed McClellan Technology Center SPA Zoning Ordinance for the Main Installation and the Refined Reuse Plan.
- Integrate into the Reuse Plan an increased understanding of the land use, transportation/circulation, environmental resource, and open space contexts gained through the preparation of the Baseline Document and the draft EIS/EIR.

2.0 Goals and Objectives

OVERVIEW

This Chapter presents the **Vision, Planning Principles/Themes** and **Goals, Objectives and Implementation Actions** which will guide planning for the future of McClellan. These "statements of intent and purpose" follow directly from the overall McClellan reuse goals established by the County (as presented in the previous chapter). They provide focused and detailed guidance for decision-making as the Reuse Plan evolves, including preparation of this Refined Reuse Plan and the subsequent Final Reuse Plan. Additionally, they will also guide more detailed planning efforts over time for specific areas of the Base as implementation of the Reuse Plan proceeds and will serve to maintain focus on the long-term future envisioned for the Base.

The **Vision Statement** provides a brief, but complete, "picture" of what McClellan is intended to become and how it will contribute to a broader community.

The **Planning Principles and Themes** provide further insight into the overall Vision by addressing such perspectives as McClellan's orientation to the future, relationship to surrounding communities, sustainable development, and asset management.

The **Goals, Objectives and Implementation Actions** provide specific guidance to decision-making in the areas of:

- Land Use
- Employment and Economic Development
- Housing
- Urban Design and Neighborhood Character
- Transportation and Circulation
- Environmental Resources
- Public Services
- Infrastructure and Utilities

2.1 Vision Statement

The County of Sacramento will integrate McClellan AFB property with the surrounding community and will realize a large proportion of the Base's potential. Revenues will have increased and a healthy local economy will have resulted from the implementation of a coordinated, environmentally sound plan of conversion

which focuses on the creation of a "technology center of the future" that preserves McClellan's rich history as an industrial center. Consistent with this focus, related efforts for improving educational, cultural, recreational, housing, and employment opportunities both at McClellan and in the surrounding region will have been successful.

2.2 Planning Principles and Themes

For 60 years, McClellan AFB has been synonymous with its Air Force legacy as an aircraft repair, maintenance, and operations depot. With the closure of the Base, this legacy must be transformed, and a new identity will need to be forged that links its current form and function with the future needs of the community. This new identity must be defined on many levels – physical, social, economic, environmental, and political; and in many contexts – local, regional, national and international.

Over the course of the planning process, several key planning themes have emerged which best represent the reuse vision for the new McClellan identity. These themes capture both the unique character of the opportunities and challenges presented by the closure of McClellan AFB, and the spirit of the reuse vision. These themes are outlined as follows:

McClellan Technology Center: Sacramento County is committed to making McClellan an important, long-term participant in the global commercial and defense aerospace marketplace by building upon its Air Force depot legacy. This implies a market focus which is international in scope and which reflects the unique assets, expertise, and history that have come to shape McClellan AFB. The Reuse Plan strives to capitalize on these elements in a manner which best positions McClellan to capture aerospace and high-technology opportunities. The long-term vision for McClellan is that of a "technology center for the future."

Community Membership: The communities surrounding the Base have a strong interest in a Reuse Plan which is sensitive and responsive to their particular needs and concerns. Additionally, the large regional retired military population, Guard and Reserve forces, and the significant number of active duty military which will remain have special unique needs that must be accommodated. This necessarily requires a level of transparency, participation and collaboration which is unavailable under its current federal identity. The opportunity presented under closure allows for a redefinition of this identity toward one which is more community-based.

Sustainable Economic Development: The County and City of Sacramento are strong proponents of a more diversified regional economy with high paying jobs. While the closure of McClellan may represent a step backward for these interests, it should not carry with it the singular need for "job replacement". Rather, the overriding focus should lie with creating sustainable, synergistic and timely economic development which occurs in the best interests of the Sacramento region.

Asset Management and Leveraging: In addition to its facility and employee resources, McClellan AFB contains a variety of unique cultural, environmental and developmental assets which demand special sensitivity in the formulation of a Reuse

Plan. Both the County and the City have numerous policies which provide a framework for identifying, preserving, and managing these assets. The Reuse Plan incorporates this framework in its planning philosophy as a mechanism for recognizing McClellan's cultural, environmental, and developmental assets.

Developmental Cohesiveness: Both the County and City call for efficient and balanced urban development. Particular emphasis is placed on discouraging non-contiguous development patterns and protecting natural, environmental, and agricultural resources. Reuse of the Base should be sensitive to the fact that it is occurring in a much larger, more regional urban development context. Conversely, it should be recognized that the reuse of McClellan will have a profound impact on future urban development in the area. The Reuse Plan is intended to both support and complement the urban cohesiveness of the local and regional environment.

Balanced Planning Approach: The long timeframe of the Base reuse process carries a great deal of planning risk and uncertainty. The changing nature of the region and its needs places a significant burden on anticipating and defining reuse programmatic requirements. Nevertheless, without formally addressing these requirements, the reuse effort risks losing its integrity and long-term vision. Recognizing this double-edge sword embodied in the definition of a reuse vision, the Reuse Plan is structured as to give strong direction to the long-term vision without unduly constraining or compromising future programmatic flexibility.

2.3 Goals and Objectives

LAND USE

Goal: *Create an orderly, balanced, and integrated land use pattern which optimizes existing McClellan assets; supports sustainable land utilization; and enhances regional and local character, identity, and quality of development.*

Objectives:

- Emphasize high technology industrial and business park uses in the overall reuse vision.
- Explore mixed-use concepts which capitalize on synergies between/among different land uses (e.g., education and employment).
- Focus on timely reuse and smooth transition of existing facilities and property from military to civilian use.
- Improve the character and quality of existing development through the redevelopment of blighted and underutilized areas.
- Balance economically viable, value-added and synergistic uses with public benefit, environmental, and community uses.
- Protect and preserve McClellan's unique historic and environmental resources.

- Seamlessly integrate and transition McClellan land uses with those of surrounding communities.
- Support redevelopment and revitalization efforts in surrounding communities as part of the overall reuse vision.
- Promote high quality, efficient, and cohesive land utilization which minimizes negative impacts on local communities and infrastructure (e.g., traffic congestion, visual blight, etc.).
- Support land uses which address the unique jobs, housing, and educational needs of the region and its people.
- Retain uses and facilities important to the surrounding community.
- Retain the Commissary and Base Exchange.
- Promote land uses and land use patterns which minimize public safety hazards and property damage.

Implementation Actions:

- Work with local communities (Rio Linda, North Highlands, City of Sacramento) to coordinate reuse planning efforts with community development/ revitalization activities.
- Implement a Special Planning Area which supports the retention of jobs in place at McClellan while providing for future expansion in a manner consistent with the capacity and capabilities of its facilities, equipment, and workforce.
- Explore with all major public and/or private sector entities locating at McClellan ways to optimize interrelationships among different land uses (i.e., optimizing mixed-use potential and avoiding inefficient segregation of potentially complementary uses).
- Ensure that new uses using large amounts of material and with low employment densities will be located along primary transportation routes with appropriate local access.
- Work with the Sacramento Housing and Redevelopment Authority to designate and redevelop blighted and underutilized areas at McClellan.
- Work with the Army Corps of Engineers, the California Department of Fish and Game, and the State Housing Preservation Officer to identify, protect, and preserve sensitive environmental and historic areas at McClellan.
- Work with the Building Industry Association and Chamber of Commerce to promote sites for private redevelopment and on-site commercialization consistent with the privatization effort.

- Require development plan review by the County Project Planning Commission for new development projects at McClellan within 500 feet of residential areas.
- Upgrade, demolish, or reconstruct any structures that do not meet County building and safety codes.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

Goal: *Sustainable job creation and economic development which provides employment and economic benefits comparable to and transcending those historically associated with McClellan AFB.*

Objectives:

- Focus on high technology and other forward-looking industries which can capitalize on the Base's existing facilities, workforce capabilities, and other assets to provide sustainable economic development opportunities.
- Promote the establishment of a McClellan Technology Center capable of becoming a long-term participant in the global commercial and defense aerospace marketplace.
- Encourage economic development activities which support and complement local and regional economic development efforts.
- Support a smooth, seamless and timely conversion from military to civilian uses which minimizes job loss and negative economic effects.
- Support industry-education research and development collaborations which support local and regional economic development efforts.
- Encourage entrepreneurial, innovative, and synergistic new business development through relationships with on-site educational, research and development, and training activities.
- Promote economic development activities which provide high quality, high-paying employment and business opportunities for workers displaced by the closure of the Base.
- Provide and support the provision of education, training and re-training to complement economic development efforts.
- Ensure that employment, training, and re-training opportunities are available and accessible for all workers displaced by the closure of the Base.

Implementation Actions:

- Promote an efficient and streamlined planning and permitting structure for attracting new businesses on-site.

- Work with infrastructure providers, especially the Base Operating Infrastructure (BOI) coalition, to ensure the provision of high quality infrastructure systems (i.e., transportation, communication) and services necessary to attract, support, and maintain target industries.
- Provide organizational planning and technical assistance and support as a mechanism for encouraging entrepreneurship, new business development, and business incubators on-site.
- Promote and facilitate parterning, subcontracting, and supplier relationships between private/public-sector tenants and employee-owned companies.
- Provide special incentives for McClellan tenants which partner or subcontract with, or buy services from, qualified companies owned by Base employees.
- Encourage research and development efforts on-site which complement economic development and business development efforts and utilize existing McClellan research facilities.
- Coordinate worker educational and training efforts with those of on-site and off-site education institutions and training providers.

HOUSING

Goal: *High quality housing and residential areas which meet the needs of the local community and region.*

Objectives:

- Ensure the timely reuse and conversion of housing from military to civilian use.
- Promote the development of strong and safe residential communities with access to community and urban amenities including parks, public transit, and shopping.
- Balance the needs of homeless and affordable housing with those of economic development.
- Consider potential for new on-site housing opportunities in the Community Area subject to analysis of market and land use compatibility concerns.

Implementation Actions:

- Work with homeless assistance service providers and affordable housing providers to identify suitable properties which meet the housing needs of the local community and region.
- Work with McClellan tenants to explore potential for, and feasibility of, suitable on-site housing for employees.

- Work with surrounding communities and appropriate County agencies to provide recreational, transportation, and commercial amenities for residential areas.
- Work with County building inspectors to ensure that existing McClellan housing meets appropriate building standards, is safe, and is available for timely reuse.
- Explore the feasibility of developing new housing at McClellan which addresses local housing needs and supports reuse efforts.

URBAN DESIGN AND NEIGHBORHOOD CHARACTER

Goal: *High quality districts, connected with surrounding communities, which provide a safe, attractive, and vibrant urban environment for all people.*

Objectives:

- Encourage the development of distinctive but integrated urban districts with appropriate focal points, core activity areas, and supporting amenities.
- Promote high quality architectural, landscape, and streetscape features which enhance the character and identity of activity districts.
- Promote pedestrian-friendly, human-scale urban environments which provide safe and pleasant places for people to live and work.
- Ensure that incompatible or unsafe areas are separated by buffer zones or transition areas.
- Encourage infill development and redevelopment to strengthen and improve the character of existing development as a means of avoiding sprawl in other areas.
- Increase connectivity and interaction between McClellan activity areas and surrounding uses (e.g., cross-boundary neighborhoods, activity corridors, etc.).

Implementation Actions:

- Establish a fenceline or an appropriate barrier to separate potentially dangerous areas (e.g., the airfield) from other uses.
- Ensure that incompatible land uses are buffered from one another by methods that retain and promote community character and do not consume large land areas or create pedestrian barriers.
- Work with local communities to coordinate and develop improvements which increase connectivity between McClellan and surrounding areas.
- Develop urban design and architectural guidelines which support pedestrian-friendly and human-scale development.

TRANSPORTATION AND CIRCULATION

Goal: *Provide for the safe and efficient movement of people and goods to and through McClellan while minimizing adverse impacts to surrounding communities.*

Roadways and Pedestrian/Bicycling Pathways

Objectives:

- Promote a high quality mobility system which is well designed, clearly defined, properly signed, and provides efficient access to and from primary activity centers.
- Promote transportation programs and systems which reduce reliance on the private automobile.
- Reduce mobile-source emissions at McClellan by achieving a high quality, balanced mobility system to directly support the achievement of state and federal air quality goals.
- Encourage roadway circulation patterns which minimize congestion, maximize efficiency, promote safety, and are sensitive to surrounding land uses.
- Integrate the McClellan roadway system with that of surrounding communities.
- Focus heavy traffic, especially truck traffic, on designated arterial routes to minimize impacts on residential neighborhoods and other sensitive areas at and near McClellan.
- Ensure adequate levels of parking in appropriate locations throughout major activity areas.
- Promote public transit as a viable alternative to the automobile.
- Promote public transit service to all activity areas.
- Promote implementation of the light rail system along Watt Avenue.
- Provide direct pedestrian connections between public transit nodes and activity areas wherever feasible.
- Create a high quality walkway/bikeway system which connects all major activity areas and destinations in a safe and efficient manner.
- Promote the creation of dedicated walkways/bikeways separate from roadways.
- Integrate on-site walkway/bikeway system with that of surrounding communities.
- Encourage pedestrian circulation within and between activity areas.

- Ensure that walkways/bikeways are usable, safe, and accessible to all people.
- Provide and support the provision of transportation services, facilities, and vehicles that cause the least amount of environmental damage and yield environmental benefits wherever feasible.

Implementation Actions:

- Work with local transit agencies, employers, and service providers to develop Transportation Demand Management (TDM) programs, including the use of carpooling, flexible work hours, and telecommuting.
- Implement the Transportation System Management recommendations of the Base Operating Infrastructure Study.
- Coordinate roadway improvements with County and City Public Works Agencies.
- Develop and implement a phased program for bringing roadway system up to current standards (i.e., signage, lighting, etc.).
- Study the feasibility of closing/abandoning unnecessary and underutilized roadways.
- Explore the creation of new access points and routes to and from McClellan.
- Ensure that new parking areas be designed to minimize land consumption, provide pleasant and safe pedestrian and bicycle movement, facilitate shared parking, allow for reuse of parking surface through redevelopment, and minimize parking lot street frontage.
- Support the effort of the region's Congestion Management Agencies to improve and implement their Congestion Management Programs.
- Ensure that public transit is usable and accessible to all people.
- Explore the feasibility of a shuttle system which connects major on-site and off-site activity areas.
- Work with the Sacramento Regional Transit District to develop and improve public transit service at and in the vicinity of McClellan including the possible near-term expansion of the Light Rail System.
- Work with local transit agencies, employers, and service providers to develop and implement programs to encourage public transit usage.
- Explore the use of low-pollution vehicles, especially those currently in place at McClellan, for public transit purposes.

- Work with the City of Sacramento and SACOG's Bicycle Task Force to identify and develop priorities for bicycle improvement projects.
- Work with the City, Caltrans and SACOG to promote pedestrian and bikeway connections to and from McClellan.
- Develop urban design guidelines which promote the creation of safe, high quality pedestrian walkways/bikeways.
- Work with McClellan tenants and infrastructure providers to ensure the provision of appropriate walkway/bikeway facilities and amenities (i.e., bike racks, shower facilities, etc.).

Airfield

Objectives:

- Promote the reuse of existing airfield infrastructure for industrial aviation purposes similar to those currently in place at McClellan.
- Take action to retain the Coast Guard as a tenant at McClellan.
- Ensure the smooth and timely transition of airfield infrastructure from military to civilian commercial use.
- Administer the McClellan airfield, with special funding arrangements appropriate to its industrial use, as an integrated part of the Sacramento County airport system
- Manage land uses at and surrounding McClellan to promote compliance with noise standards set forth in the County General Plan.

Implementation Actions:

- Work with SACOG to ensure that the use and management of the McClellan airfield is consistent with the regional airport management strategy.
- Work with airfield users to develop and implement flight patterns which minimize noise and safety impacts to surrounding land uses.
- Work with airfield users to study the feasibility of closing/abandoning unnecessary and underutilized airfield infrastructure.
- Work with ALUC to ensure that the CLUP remains accurate and reflects the needs and concerns of the Reuse Plan.

ENVIRONMENTAL RESOURCES

Goal: *Protection, preservation, and conservation of environmental resources.*

Open Space and Wildlife

Objectives:

- Promote a high quality open space network linking all major on-site and nearby open space areas.
- Provide a balanced mix of active and passive recreational opportunities in open space areas with a focus on promoting environmental sustainability of these resources.
- Maintain open space areas that are interconnected and of sufficient size to assist in sustaining biodiversity and the ecosystem.
- Preserve and enhance existing mature landscape features where possible.
- Protect and preserve sensitive environmental areas and wildlife habitats including wetlands, riparian corridors, annual grasslands, and floodplains.
- Promote the restoration of open space and habitat near watercourses and existing open space areas.
- Promote the creation of parks and other landscaped open space areas in and near areas where people live and work.
- Ensure the proper management, maintenance, and sustainability of open space areas.
- Promote interpretative and educational opportunities in conjunction with the management of environmental resources.
- Ensure that open space areas can be enjoyed by all people.

Implementation Actions:

- "Select vernal pool reserves based on the following evaluation criteria: representativeness, habitat quality, watershed integrity, defensibility, buffer, preserve size, plant species variety, and presence of special status species" (from the County General Plan).
- Explore ways to reverse degradation and pollution and enhance the natural beauty and wildlife habitats of McClellan creeks and drainage canals.
- Explore ways to protect and preserve the undeveloped open space areas and wildlife habitats along Magpie, Robla, and Don Julio Creeks.

- Explore the creation of parks and recreation areas in currently underserved areas (i.e., the Administrative Area, Electronics Area).

Cultural/Historical Resources

Objectives:

- Protect and preserve the unique architectural and landscape character of McClellan, especially that related to the Sacramento Air Depot Historic District.
- Create a linkage between the rich history of McClellan as an industrial center and its envisioned high technology reuse.
- Retain McClellan's local and national stature as a unique industrial technology center

Implementation Actions:

- Work with the County, Air Force, and the State Historic Preservation Officer (SHPO) to develop a Programmatic Agreement for the management and protection of the Sacramento Air Depot Historic District.
- Reflect the architectural and urban design heritage of McClellan in the reuse and redevelopment process.

Environmental Contamination/Hazardous Waste

Objectives:

- Coordinate reuse activities with environmental clean-up activities to ensure that environmental clean-up efforts cause minimal disruption to reuse planning efforts.
- Ensure that environmental clean-up efforts and reuse activities pose minimal threat to human and environmental health.
- Ensure that clean-up efforts adhere to appropriate environmental remediation standards.
- Ensure the proper documentation of environmental risks and potential environmental risks at McClellan, and the availability of such documentation to prospective tenants.
- Ensure that reuse activities promote the safe handling and disposal of hazardous materials and minimize the potential for environmental contamination.

Implementation Actions:

- Work with the Air Force to ensure that environmental clean-up is carried out in a timely manner, sensitive to reuse goals and objectives and those identified in the BRAC Cleanup Plan.
- Work with the Air Force and remediation contractors to ensure that clean-up efforts provide minimal disruption to reuse activities.
- Provide guidance to the Air Force regarding the priority sequencing of clean-up of parcels and facilities.
- Work with the Air Force and environmental contractors to ensure the accuracy and availability of environmental documentation.
- Establish a cooperative planning body at McClellan for on-site hazardous waste management.
- Coordinate any required asbestos removal and management with SMAQMD in conjunction with the renovation or demolition of structures containing asbestos containing materials.
- Coordinate any required lead paint removal and management with DTSC.

PUBLIC SERVICES

Goal: *High quality public services for McClellan workers, residents, and members of the local community and the Sacramento region.*

Objectives:

- Ensure an appropriate balance between economic development and public benefit which addresses the unique needs of the local community and the region.
- Ensure the seamless and timely transition of public services and facilities from military to civilian use.
- Ensure the provision of adequate health, safety, and law enforcement for McClellan workers, residents, and visitors.
- Encourage public services which address the unique needs of the local community.
- Ensure the availability and accessibility of public services for all people.

Implementation Actions:

- Work with public benefit providers to identify suitable properties which meet the educational, public safety and recreational needs of the local community and region.

- Work with the Air Force to convey McClellan public safety and fire pro tion facilities and equipment to appropriate local service providers.
- Coordinate law enforcement, fire protection, and emergency medical ser with local area providers.

INFRASTRUCTURE AND UTILITIES

Goals: *Efficient, timely, and cost-effective transition of infrastructure and utility system a operation, maintenance, and capital improvement responsibility to local service pro ers.*

Objectives:

- Ensure that infrastructure and utility systems meet the needs and requireme of tenants and users identified in the Reuse Plan.
- Provide infrastructure systems and utilities of the types and levels of service necessary to support the high technology industries envisioned by the Reuse Plan.
- Achieve optimal integration of McClellan infrastructure and utility systems surrounding/related systems.
- Ensure early and smooth transition of infrastructure and utility systems from Force to ultimate infrastructure service providers.

Implementation Actions:

- Develop an infrastructure and utility transfer plan which identifies civilian infrastructure service providers, a transition phasing plan, and an operating management structure for coordinating these services.
- Work with infrastructure and utility service providers to develop and implem an infrastructure Capital Improvement Plan.
- Work with infrastructure providers, prospective tenants, and facility users to identify and program necessary infrastructure improvements.
- Work with the Air Force to ensure the continued proper maintenance of infrastructure before Base closure.

3.0 Planning Framework

OVERVIEW

Planning for the future of McClellan requires an understanding of many perspectives related to its setting, facilities, and resources. As noted in Chapter 1, several critical reuse planning activities have been initiated and/or completed since the preparation of the Conceptual General Reuse Plan in September 1996. These activities include the following: detailed studies of Base facilities have been completed or are nearing completion; intense focus is being placed on supporting the retention of the DOD workload and building an overall foundation for diversified and successful reuse; and specific requests for land or facility uses have been received pursuant to federal property screening processes and local reuse planning efforts. These activities represent a necessary "bottom-up" process of determining optimal reuse directions. However, as introduced in the Goals and Objectives presented in Chapter 2, detailed, facilities-level planning must be counterbalanced with a broad view of McClellan, its surroundings, and its potential future. This Chapter carries forward the broad perspective of the previous chapter by looking at McClellan from a "systems" point of view in the following respects:

- Land Use
- Transportation
- Open Space and Recreation

In each of these regards, McClellan is viewed within a larger context which embraces the surrounding community/region and how its various areas and "places" inter-relate both within and across the Base's boundaries. The findings and recommendations of this Planning Framework support many of the ideas and ideals introduced in Chapter 2 and provide a firm foundation for future reuse planning efforts.

3.1 Main Installation Land Use

The land use planning framework for the Main Installation is described from three key perspectives presented below.

Influences of the Airfield: As a continuing land use, airfield operations directly and significantly influence land use on the Main Installation and in surrounding communities (including how various land use areas relate with one another).

The "Places" of McClellan: The patterns of land use at McClellan create recognizable centers of activity, or distinct "places" with characteristics which can be reinforced and strengthened as part of the reuse planning process.

Relationships With Surrounding Uses: Land use patterns and activities at McClellan have greatly influenced surrounding uses over time. However, the Main Installation has always remained a separate enclave, not fully connected with surrounding communities. The transition of McClellan to civilian use and the reuse planning process offer the opportunity to both recognize and reinforce desirable connections and inter-relationships with surrounding communities, and ensure that potential incompatibilities between continuing uses at McClellan and uses in surrounding areas are ameliorated to the extent possible.

INFLUENCES OF THE AIRFIELD

The airfield creates a major barrier between activities on the eastern and western portions of the Base.

The Conceptual General Reuse Plan envisions continuing use of the airfield by private entities in support of aircraft maintenance and repair activities. As a result, the airfield will continue to serve as a major barrier between activities in the eastern and western portions of the Base (and also communities on either side of the airfield). As illustrated in Figure 3-1, this barrier is created by the runway/ airfield pavement complex and its associated clear and safety zones. In the latter regard, the main vehicular circulation route which links the eastern and western portions of the Base (Dudley Avenue) passes through the southern runway clear zone. As a result, significant expansion of this cross-installation roadway would probably not be encouraged due to safety concerns associated with expected airfield operations. This factor has significant implications in planning for transportation access to the activity areas on the Main Installation. Adequate vehicular entrances and circulation systems must, to some extent, be provided independently for the eastern and western areas of the Base. While cross-installation travel will continue to remain viable, roadway capacity may be limited or restricted. In this regard, reuse activities which promote cross-installation traffic should not be encouraged.

Airfield noise represents a significant constraint to the types of development allowable in nearby properties.

A second major influence of the airfield is noise. Noise related to airfield operations represents a constraint to the types of development which can occur over most of the Main Installation and surrounding properties. Figure 3-1 illustrates the approximate location of the "65 dB Community Noise Equivalent Level (CNEL)" based on existing military aircraft operations. This contour is relevant because inward of this line, housing and other noise sensitive uses are generally not permitted due to land use compatibility concerns. As reuse planning proceeds and the details of civilian airfield operations become more apparent, the exact location of the CNEL contour will likely be refined through an update of the McClellan Comprehensive Land Use Plan (CLUP) and associated environmental review (refer to Section 4.1 for a more detailed discussion on this subject).

Existing residential and other noise sensitive uses located inward of this noise contour are considered "grandfathered", and thus allowable, for continued use (i.e., "legal non-conforming" status). However, future development or redevelopment of housing at the installation will depend in part on revision of this noise contour based upon post-closure airfield use (i.e. residential uses are generally not considered compatible inward of the 65db CNEL contour). This factor affects not only much of the Main Installation, but also properties surrounding it, particularly to the north, south, and southwest.

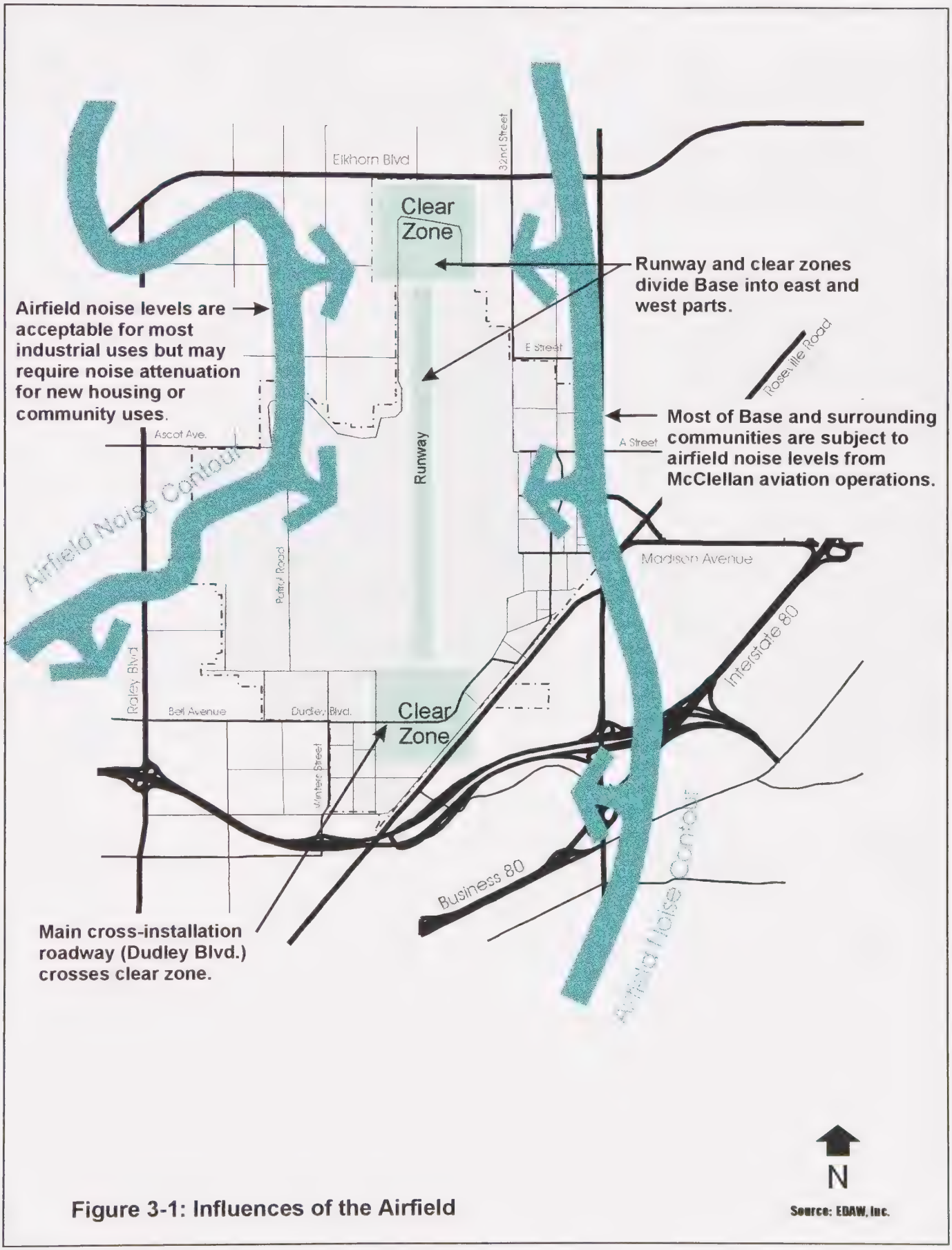


Figure 3-1: Influences of the Airfield

Source: EDAW, Inc.

THE "PLACES" OF MCCLELLAN

From a broad perspective, land use at McClellan can be viewed as being organized into several distinct areas, or "places," each with its own unique characteristics (see Figure 3-2). As noted previously, a dominant influence on Main Installation land use patterns is its airfield complex. This area will likely retain its existing aviation character throughout the implementation of the Reuse Plan and will continue to divide the property into essentially eastern and western halves.

Two primary industrial complexes flank the airfield, one along the east/southeast and one along the southwest. These two industrial complexes have distinct industrial land use characteristics. The eastern complex is predominantly oriented toward aircraft maintenance, repair, and general manufacturing activities, while the western complex is generally oriented more toward light industrial, warehousing, and outdoor storage activities. Both of these industrial "places" have open, developable land and areas where redevelopment may be initiated over time. As new development and/or redevelopment occurs, recognition and reinforcement of the existing character and orientation of these two areas should be considered.

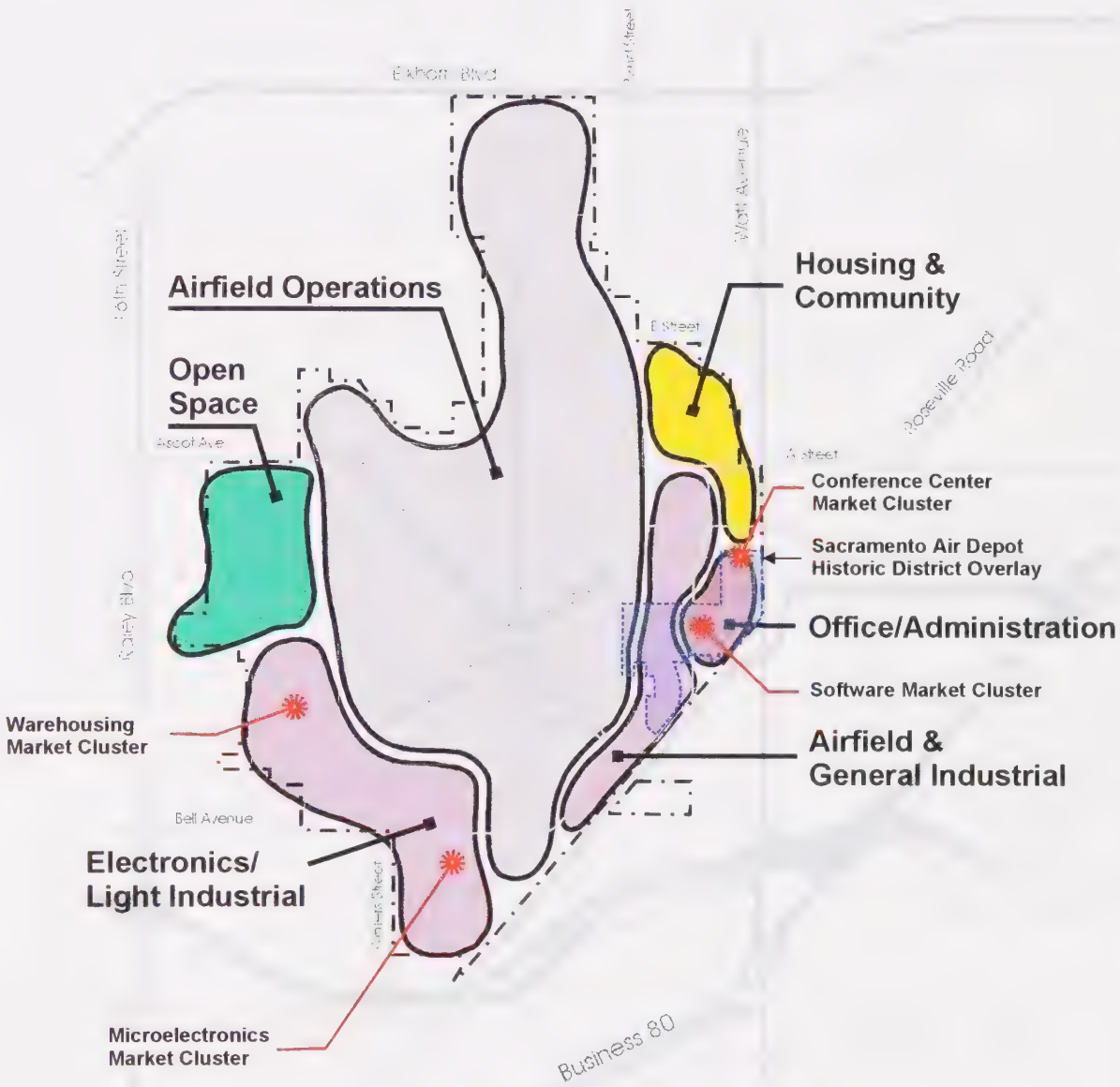
The northeastern portion of the Main Installation contains incompatibilities between places of living and places of working.

The eastern part of the Main Installation also contains areas where housing and community uses have long been established and where office and administrative functions are concentrated. The housing and community area, located in the northeast portion of the Base, is not unlike a typical suburban community or campus environment. It internally integrates housing, parks and recreation, retail commercial, health-care, and other uses. It is within this area, however, where incompatibilities exist between places of living and places of industry since noise and other influences of the adjacent industrial complex and airfield are not generally considered compatible with residential uses. While this juxtaposition of uses is expected to continue in the near- to mid-term, long-term planning should consider opportunities for improving land use compatibility in this area.

Creating open space and retail/service amenities in the office area would foster a more vibrant and attractive office-business park district.

The office/administration area is located in the far east/southeast portion of the Main Installation, much of which lies within the Sacramento Air Depot Historic District (a district listed on the National Register of Historic Places) (see Figure 3-2). This area bridges the community and commercial areas to the north and east with industrial uses to the south and west. Given the lack of developable sites in this location and the restrictions set forth by the historic district designation, major expansion of the office and administrative uses in the area would primarily occur through the redevelopment of adjacent underutilized sites. Another potential reuse planning emphasis in this area would focus on improving the area's limited amenities. Creating new parks and attracting supporting retail, restaurant, and commercial services consistent with the preservation of the Historic District would foster a more vibrant and attractive office-business park district for this part of McClellan.

The western portion of the Main Installation, combined with the open grasslands in the northern airfield complex, represents the primary Base open space resource. Limited industrial and storage uses have occurred in this area to date. The area contains wetland and riparian resources which provide critical habitat to a variety of plant and wildlife species. Preservation and conservation of these resources should be strongly considered as part of the implementation of the Reuse Plan.



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Source: EDAW, Inc.

Figure 3-2: The "Places" of McClellan

RELATIONSHIPS WITH SURROUNDING USES

McClellan is located within the Sacramento metropolitan region in a predominantly developed urban area of northwestern Sacramento County. The Main Installation is generally bounded by the City of Sacramento on the west and southwest, the unincorporated community of Rio Linda on the northwest, and the unincorporated community of North Highlands on the east.

The reuse of McClellan presents significant opportunities to reinforce and guide regional planning objectives and development efforts.

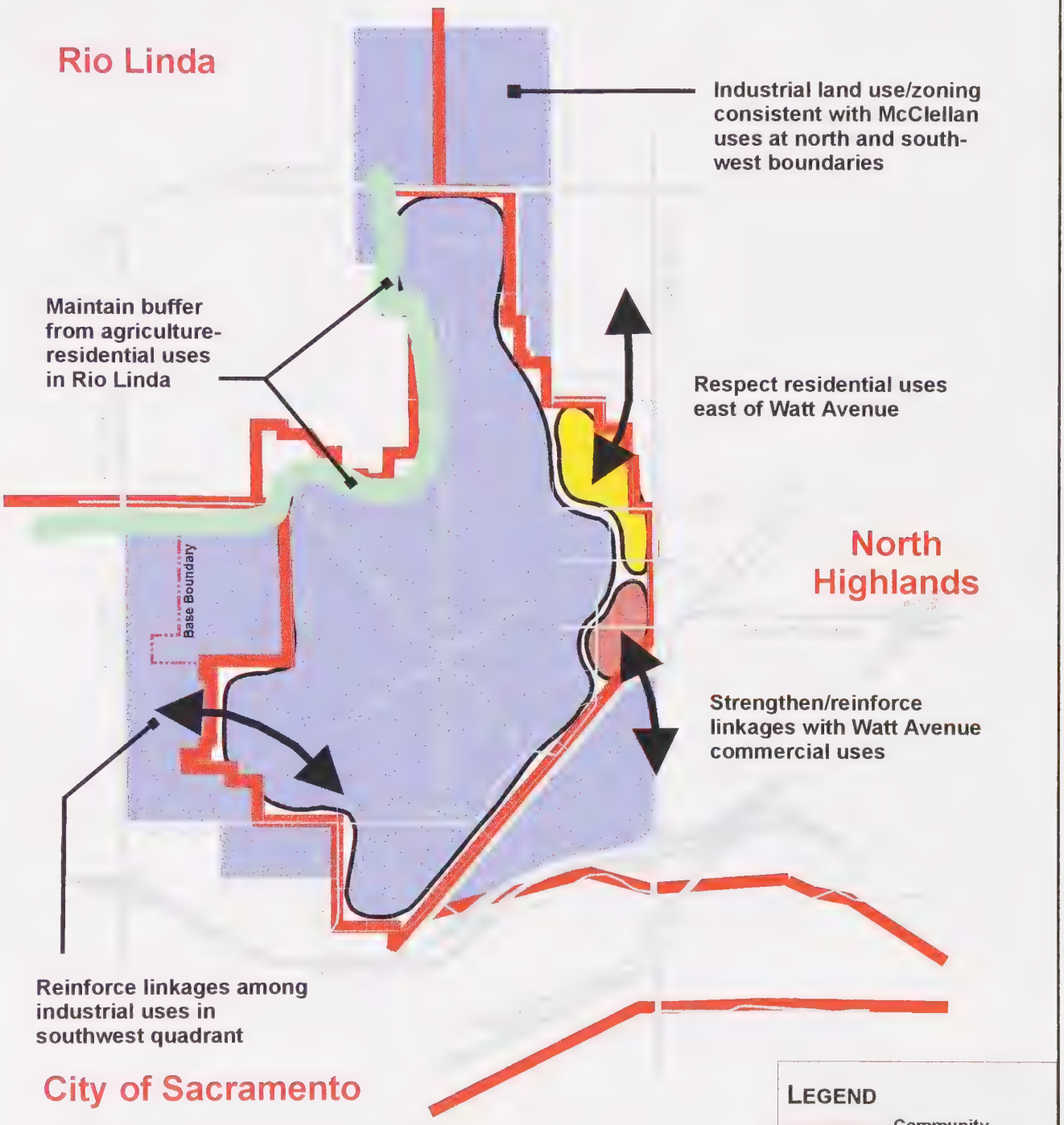
For over 60 years, McClellan has served as one of the region's defining industrial and employment nodes and has had a profound impact in shaping regional land use patterns. The envisioned reuse of the Main Installation as a "technology center for the future" is not expected to substantially change McClellan's regional land use identity, nor is it expected to diminish its influence as an organizing feature in the regional landscape. Rather, the reuse of the Main Installation presents significant opportunities to reinforce regional planning objectives and guide future regional development efforts.

As noted previously, conversion of the Base to civilian uses, essentially a "re-opening" of the Base, presents both the opportunity and the responsibility to encourage integration of Base land uses with those existing (and planned) in surrounding communities. Previous development and land use planning efforts in surrounding communities have, in some cases, responded well to constraints presented by activities occurring at McClellan. In particular, existing City of Sacramento General Plan land use designations and zoning for lands along the west/southwest boundary with the Main Installation emphasize industrial uses, consistent with the industrial uses occurring on adjacent lands on the Base. Similar recognition of the Base is evidenced by the County's zoning for properties located along the extended runway centerline (aircraft approach path) north of the Base and properties located along the southeast boundary of the Base, across Roseville Road (Figure 3-3). As the Base is converted from military to civilian uses and new development/redevelopment occurs, closer integration of industrial and other compatible land uses should be encouraged.

A coordinated planning effort within and across McClellan's boundaries should be considered an appropriate and timely component of the reuse planning process.

Significant opportunities also exist for reinforcing integration of McClellan's community and administrative areas with those of adjacent areas in North Highlands. While some incompatibilities do occur between Main Installation uses and adjacent off-site uses, little opportunity has existed in the past to actively unify land use in these areas. Such a coordinated planning effort within and across McClellan's boundaries should be considered an appropriate and timely component of the reuse planning process.

The North Highlands community, in cooperation with the Sacramento Housing and Redevelopment Authority, is currently involved in a community development/redevelopment planning effort. The focus of this effort is on identifying strategies to create a stronger community identity, revitalize the Central Watt Avenue retail corridor (i.e., the area along the eastern perimeter of McClellan), minimize land use incompatibilities with McClellan, and improve local traffic circulation. As more detailed reuse planning occurs for McClellan, emphasis should be placed on creating and reinforcing linkages between on-Base office/commercial areas and those found in the adjacent Watt Avenue commercial corridor in North High-



Source: EDAW, Inc.

Figure 3-3: Relationships with Surrounding Uses

Attention should be paid to improving land use compatibility with adjacent lands in North Highlands.

lands (Figure 3-3). Attention should also be directed to improving land use patterns and compatibility with adjacent lands to the northeast, between the northern extent of McClellan and Watt Avenue.

McClellan's northwest boundary with the community of Rio Linda is perhaps the most ill-defined in terms of potential for integration and improvements in compatibility/integration. At present, land use in adjacent areas of Rio Linda is generally agricultural-residential in character. Land use within McClellan along this boundary is generally open and minimally developed (although influenced by airfield noise). Historically, Rio Linda was a small farming town. However, it has seen significant urban development in the last 20 years and is currently undergoing a Community Plan update to re-evaluate its long-term growth objectives. Planning for McClellan should be sensitive to the goals expressed through this effort and continuing attention should be paid to maintaining compatibility, perhaps even establishing open space connections, with this community to the northwest.

Reuse planning for McClellan should be sensitive to on-going community planning efforts in Rio Linda.

The City of Sacramento community of North Sacramento forms the Installation's southern and western boundary. Southern boundary land uses are dominated by the Business 80 transportation corridor and Del Paso Park. The western boundary is primarily defined by low density residential uses to the south, and a mix of light industrial, low density residential, and residential-agricultural uses to the north. In general, land use patterns along the Main Installation's western boundary are scattered and not well-defined. This pattern is similar to that seen in the adjacent Base property. The entire portion of North Sacramento north of I-80 is identified as a New Growth Area (NGA) by the City General Plan. In general, NGA development is planned as a continuation of low-density suburban uses in areas which currently have only limited development. However, in the case of North Sacramento, the NGA is also seen, according to the City General Plan, as a major future employment center. Much of this growth is envisioned to occur through the development of lands surrounding the Main Installation for industrial uses. In this regard, some of these development/redevelopment efforts in North Sacramento may parallel reuse efforts within the Base boundaries. Opportunities to foster and promote synergies between these efforts should be explored wherever possible.

Opportunities to foster and promote synergies with development/redevelopment planning efforts in the community of North Sacramento should be explored where feasible.

3.2 Main Installation Transportation

From a transportation perspective, the Main Installation is well positioned due to its proximity to major regional transportation systems and nodes. It is located adjacent to, or near, three major freeway systems, a transcontinental rail line, a regional light rail line, and several major regional arterial roadways. Planning for the future of McClellan must take advantage of these assets and incorporate a full range of transportation opportunities for those who work, do business, or live at McClellan. In this regard, the transportation planning framework discussion is organized according to the following topics:

- Vehicular Circulation
- Public Transit
- Pedestrian and Bicycle Circulation

VEHICULAR CIRCULATION

Surrounding Roadway System and Access to McClellan

McClellan AFB is uniquely located near the Sacramento metropolitan region's three major freeway systems: Interstate 80 (I-80), the Capitol City Freeway (Business 80), and Interstate 5 (I-5). These freeways offer superb and direct access to much of the region, while also helping to connect the region with other parts of the country.

The Main Installation vicinity has a well developed arterial roadway system with excellent access to the rest of the region.

The Main Installation vicinity has a well developed arterial roadway system with excellent connection to freeways and the rest of the region. Principal among the arterials serving the area surrounding the Main Installation are Raley Boulevard, Watt Avenue, Elkhorn Boulevard, Roseville Road, and Madison Avenue/Airbase Drive (see Figure 3-4). Raley, Watt, Roseville, and Madison/Airbase all provide interchange access to I-80. Watt and Roseville also provide access to the regional light rail system which parallels the I-80 corridor near the Base.

Overall, surrounding arterials operate at moderate to high levels of service.

Overall, the surrounding arterial roadway system operates at moderate to high levels of service. The primary exception to this is Watt Avenue, which experiences congestion during morning and evening peak commute hours. A major reason for this congestion is restricted access to and from the Base due to security requirements. Access to and from the Base by workers and shipping traffic has been primarily restricted to three gates along Watt Avenue: A Street, Palm Avenue, and Peacekeeper Way. This restriction has "funneled" most traffic to and from McClellan onto a single adjacent roadway.

As McClellan is opened up for civilian reuse and requirements for security are reduced, opportunities to mitigate the traffic bottleneck represented by the three Watt Avenue gates should be explored. Several other gates into the McClellan property already exist, although are currently unused, and others could be created as reuse planning proceeds. Additional access points along Watt Avenue, from Elkhorn Boulevard to the north, and along Roseville Road to the southeast could be opened to daily traffic (see Figure 3-4).

Opportunities to improve access to McClellan and reduce traffic congestion should be explored as part of the reuse planning process.

It will also be important to improve and emphasize direct arterial access to the southwest industrial area of the Main Installation. As previously discussed, airfield operations will continue to restrict the capacity and functionality of the primary roadway connecting the eastern and western portions of the Base (Dudley Blvd.). Currently, a single gate (Bell Ave.) serves this area of McClellan. Additional access points to McClellan should be developed as part of reuse planning effort. Opportunities exist to accomplish this objective at additional points along Bell Avenue, Main Street (from Raley Blvd.), and Winters Street (see Figure 3-4).

Internal Roadway System

McClellan contains approximately 43 miles of paved roads, most of which are in good to excellent condition. With the exception of the east-west cross installation restriction previously discussed, the on-Base roadway system provides excellent vehicular access to major activity areas. However, as is the case with most military installations, there is actually an over-abundance of internal road con-

Figure 3-4: Vehicular Circulation: Internal Organization and Linkages with the Region

nections, thereby contributing to a circulation system which is ill-defined and confusing in many areas. As the reuse planning process proceeds, attention should be directed to:

- Clearly identifying a hierarchy of primary and secondary circulation routes through major activity areas, including emphasizing, but not over-burdening, Dudley Boulevard as the primary internal access route;
- Redesigning key intersections to improve vehicular and pedestrian safety and efficiency (e.g., the Dudley/Arnold/Winona area);
- Reorganizing parking areas and selectively closing unneeded minor roads to achieve improved circulation and reduce maintenance costs; and
- Designating separate industrial/truck travel routes, to the extent possible, from the main traffic circulation routes.

PUBLIC TRANSIT

The Sacramento Regional Transit District serves the Sacramento metropolitan region, including the communities surrounding the Main Installation. Three light rail stations are located near the Base, namely Roseville Road, Watt Avenue/I-80 West, and Watt Avenue/I-80 (see Figure 3-5).

Public transit service is prevalent east and south of the Main Installation, but is limited in communities to the west and north.

Bus service is generally prevalent east and south of the Main Installation but is limited in communities to the north and west. Watt Avenue is a major public transit corridor, with several bus routes providing regular service to the Main Installation vicinity. The Transit District also provides (predominantly peak-hour) bus service along Airbase Drive/Madison Avenue, I-80, and the Capitol City Freeway.

Improving public transit to and within the Base should be an emphasis of the Reuse Plan.

In terms of transit service into McClellan, two of the Watt Avenue bus routes include stops on-Base during peak commute periods. However, transit service within and through the Main Installation is not well developed. Considering the vision of McClellan as a high technology center of the future and the stated objectives for fully integrating the Base with surrounding communities, improving public transit to and within the Base should be an emphasis of the Reuse Plan. Opportunities to address this include expanded on-site bus service and a McClellan shuttle system.

Expanded On-Site Bus Service

Given the proximity of existing Watt Avenue bus routes to major McClellan employment areas, extending these routes more fully into the Main Installation would greatly improve commuting options for McClellan workers. Also, the relative absence of transit service to the employment areas in and near the southwestern portion of the Main Installation should be corrected. A significant portion of the workforce at McClellan is, and will continue to be, employed in

this area of the Main Installation. Expansion or creation of dedicated bus routes to service this area would provide much-needed transportation options for these commuters (see Figure 3-5).

McClellan Shuttle System

Given the magnitude, location/distribution, and variety of land uses envisioned by the Reuse Plan and consequent on-site/vicinity transportation demands, a "closed-loop" McClellan Shuttle System may also be desirable and feasible. Such a system could provide timely and efficient connectivity to on-site and nearby off-site activity centers and, in so doing, provide an important alternative to the automobile (see Figure 3-5). Such a system would be especially valuable in promoting non-automotive use for local trips beginning and ending in or near McClellan. Implementation of such a system could be achieved by such means as:

- Funding by the industrial and commercial tenants at the installation (i.e. as part of lease rates) and operation of the system by the BOI Coalition; or
- Funding and operation by the Sacramento Regional Transit District (i.e. through existing funding sources or new Transit Improvement District funding).

In any case, planning for such a system should explore the potential for using alternative fuels vehicles which are available as surplus property at McClellan.

PEDESTRIAN AND BICYCLE CIRCULATION

Walking and bicycling are often ends unto themselves as well as being important alternative means of transportation.

Pedestrian walkways and bikeways are typically an unappreciated component of the transportation spectrum. In some cases, they are simply seen as a necessary but intermediate transportation modes which bridge short gaps between other modes. This narrow view does not consider the fact that walking and bicycling are often ends unto themselves (e.g., recreation), as well as being important alternative means of getting from one place to another.

Pedestrian/bicycle systems should be developed distinct from motor vehicle circulation systems.

Figure 3-6 outlines the potential for a comprehensive walkway/bikeway system at McClellan which connects major on-site and off-site activity areas. Key elements of this concept include: [1] connections within the Base among major employment, community services, housing, parks and open space areas, and transit nodes, etc.; and [2] connections to off-site destinations such as the nearby light rail stations, Del Paso Park, the Watt Avenue commercial corridor, and surrounding residential and community areas. Wherever possible, pedestrian/bicycle systems should be implemented as a dedicated system of walkways/bikeways, separate and distinct from motor vehicle circulation systems. Such facilities are more attractive and experience higher use levels than their sidewalk/bike lane counterparts found along roadways.

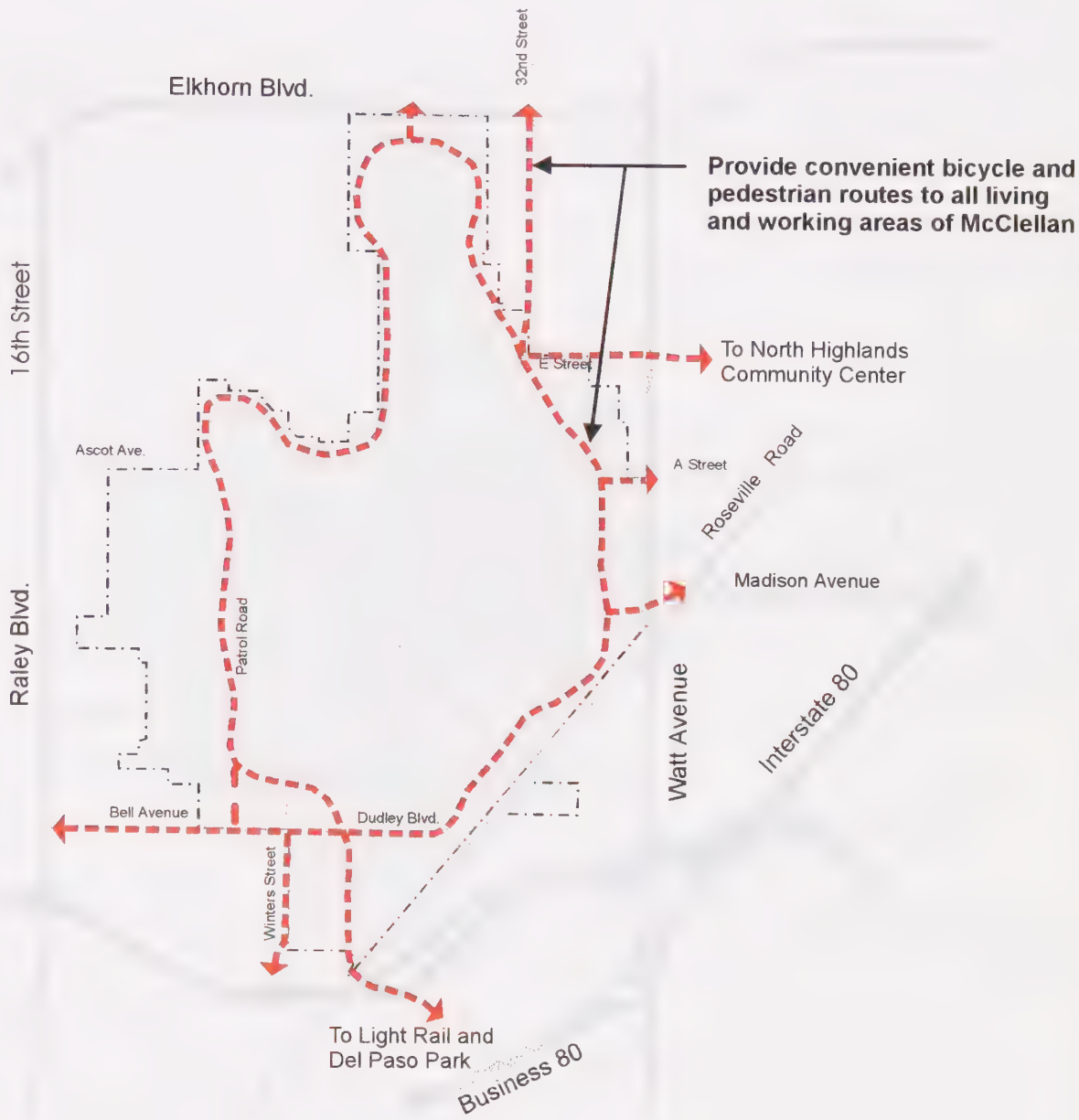


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Figure 3-6: Alternative Transportation Modes: Pedestrian and Bicycle

Source: EDAW, Inc.

3.3 Main Installation Open Space and Recreation

Significant opportunities exist to create a balanced and comprehensive open space system at McClellan.

Objectives related to quality of life and environmental protection combine to underscore the importance of a comprehensive open space and outdoor system in modern living and working communities. Significant opportunities exist at McClellan for creating such a system. Major components and characteristics of this concept at McClellan include (see Figure 3-7):

- Incorporation/protection of significant and sensitive habitat areas in the western, northern, and southern areas of the Main Installation (e.g., wetlands and riparian areas, creek corridors, grasslands);
- Inclusion of parks and other open space amenities within employment centers;
- Emphasis on improving access to existing parks and open space resources in the community area (e.g., Freedom Park);
- Development of a dedicated and well-designed on-site walkway/bikeway system linking open space, and recreation resources (as noted above); and
- Creation of pedestrian and bicycle trail connections with open space, recreation and community resources in surrounding communities.

3.4 Satellite Properties

CAPEHART HOUSING AREA

The Capehart Housing Area is a fully developed 207-acre property located in North Highlands on Watt Avenue (near Elverta Road, north of Elkhorn Boulevard), approximately three miles northeast of the Main Installation. It is surrounded by low density residential uses on all sides.

The property contains 540 two-, three-, and four-bedroom housing units in 332 buildings clustered around the on-site 9-hole Lawrence Links golf course. Capehart housing is generally similar in type and density to that in nearby residential neighborhoods. Other on-site uses include a gas service station, convenience store, fire station, maintenance shop, and recreation facilities (i.e., youth center, baseball field, swimming pool, etc.). Capehart does not contain any sizeable vacant or underutilized properties.

Planning opportunities at Capehart primarily focus on: [1] forging stronger land use and transportation (i.e., automobile and pedestrian/bikeway) connections with nearby residential areas; and [2] maintaining and preserving existing recreation areas.

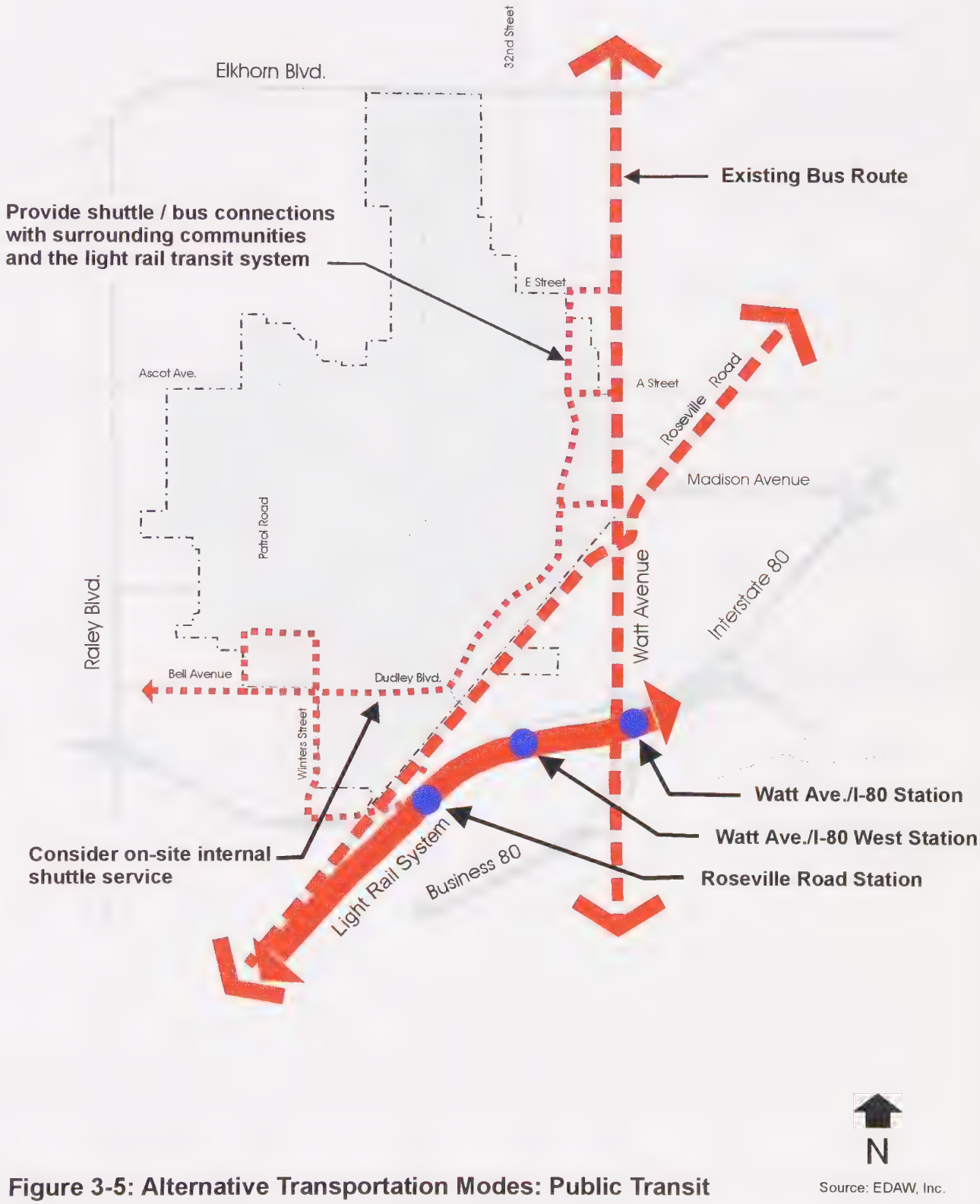


Figure 3-5: Alternative Transportation Modes: Public Transit

Source: EDAW, Inc.

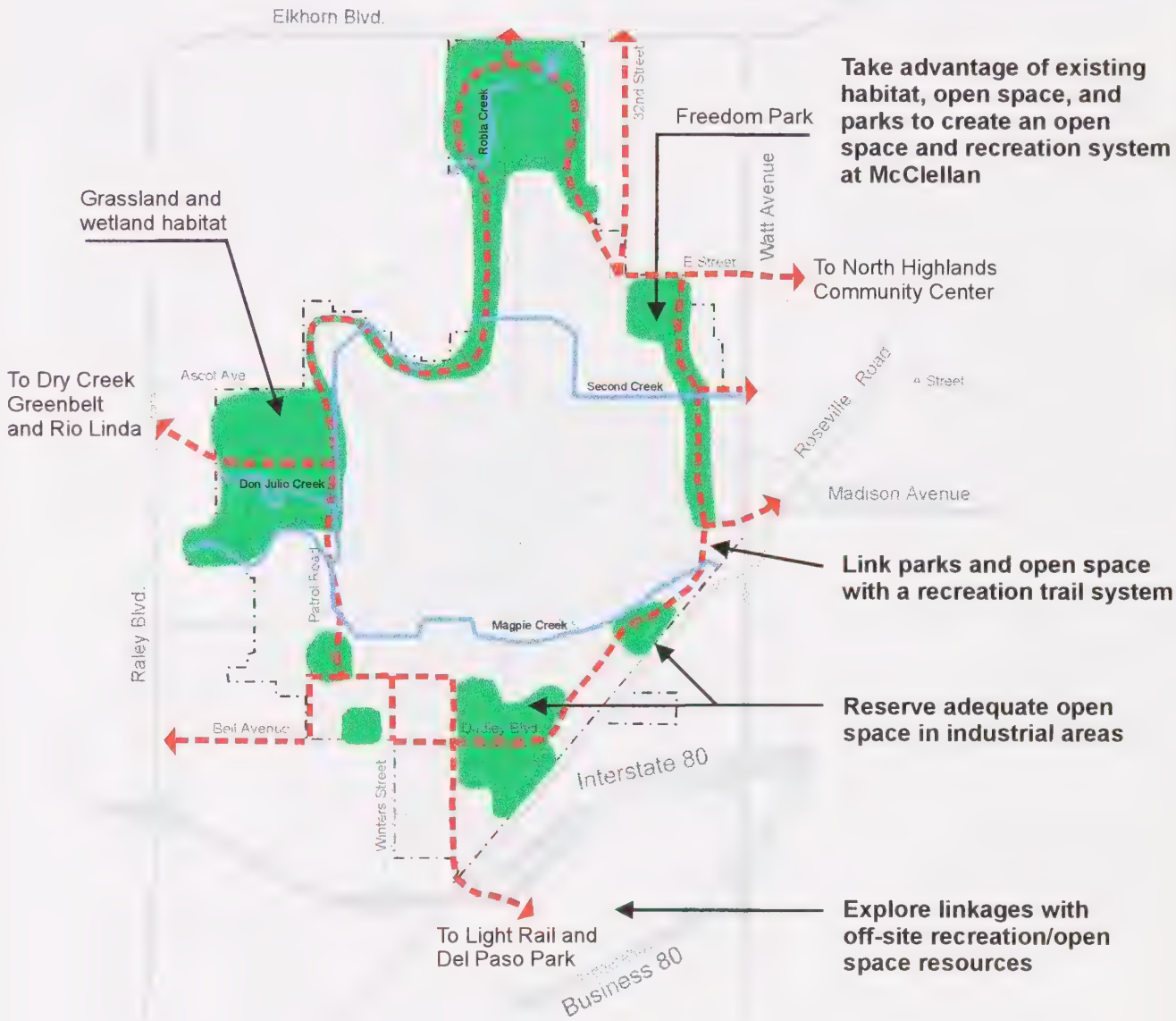


Figure 3-7: Open Space, Parks, and Trails Framework

Source: EDAW, Inc.

CAMP KOHLER

Camp Kohler lies within the unincorporated community of North Highlands and within the jurisdiction of the County of Sacramento. The site is surrounded on the northeast, east, and southeast by medium density residential uses and is adjacent to Roseville Road and the Southern Pacific Railroad on the west.

With the exception of the Airport Surveillance Radar (ASR) facilities located in the eastern portion of the site, the Camp Kohler property is largely open space, consisting of annual grasslands, a small riparian area along Magpie Creek, and minor wetland/vernal pool areas.

Primary planning concerns at Camp Kohler include: [1] maintaining appropriate safety zones for radar operations, and [2] exploring the preservation/development of open space at the site where feasible.

SACRAMENTO RIVER DOCKS

The Sacramento River Docks Property is a 2-acre parcel located within the City of Sacramento on Garden Highway. Commercial, residential, and agricultural uses surround the property.

The Docks site contains a cargo wharf and associated loading and storage structures, including a 3,200 ft^2 warehouse and a cargo wharf. The site is not currently used as a port facility but is used to store motorized recreational equipment (e.g., boats, recreation vehicles). The docking slips are currently used by the Sea Scouts (a nonprofit youth organization). Both on-site structures are included within the Sacramento Air Depot Historic District.

Alternative reuse approaches to the Sacramento River Docks include: commercial (similar to the restaurant uses on adjacent parcels), warehouse and shipping, and recreational uses. Planning opportunities at the River Docks primarily focus on [1] preserving the site's historic structures and legacy as a port facility; and [2] providing public access to the riverfront.

4.0 Refined Land Use Plan

OVERVIEW

This Chapter first presents an evaluation of existing land use regulations applicable to McClellan (Section 4.1), followed by a summary of reuse planning efforts which occurred between September 1996 (when the Conceptual General Reuse Plan was approved by the County Board of Supervisors) and May 1997 (Section 4.2). Section 4.3 documents the specific reuse programs currently under consideration by the County. Section 4.3 provides a cursory comparison of the proposed reuse programs with the Conceptual General Reuse Plan, the draft Special Planning Area (SPA) Zoning Ordinance, and the goals and objectives of the Reuse Plan (as presented in Chapter 2). Section 4.4 compares and contrasts potential conflicts among proposed reuse programs from a conveyance (or property needs) perspective, and makes recommendations for the County to consider in the resolution of these conflicts. Section 4.5 provides the culmination of the preceding sections in its presentation of the Refined Reuse Plan.

4.1 Land Use Planning and Regulatory Context

Under civilian jurisdiction, most McClellan property will be subject to the planning and zoning authority of Sacramento County. Exceptions are: [1] a small area on the west-central periphery of the Main Installation (Figure 4-2), and [2] the Sacramento River Docks property. Both of these properties lie within the jurisdiction of the City of Sacramento.

The General Plan, Zoning Ordinance and CLUP are the primary planning and regulatory documents which govern land use at McClellan.

The primary County and City planning and regulatory documents which govern land use are the General Plan and Zoning Ordinance. Due to its active airfield, the Main Installation and surrounding environs are also subject to the adopted McClellan Comprehensive Land Use Plan (CLUP). The CLUP is prepared by the Sacramento Area Council of Governments, acting as the regional Airport Land Use Commission (ALUC).

To the extent desired by the County and the City, the Reuse Plan can serve as the basis for amending these regulatory documents. The following discussion serves to provide insight into existing County and City land use designations on lands surrounding the McClellan properties. These designations are relevant to planning for future uses on the Base. Section 4.2 provides a summary of the reuse planning refinement, including a description of the proposed SPA Zoning Ordinance currently under consideration by the County.

EXISTING GENERAL PLAN LAND USE DESIGNATIONS

A General Plan is a local policy document, required by California state law, intended to guide the types, distribution, and intensity of development in an area. Under the current County and City General Plans, McClellan properties and their surroundings have the land use designations described below.

Main Installation

The entire Main Installation within County jurisdiction has a General Plan designation of "Public/Quasi-Public." This designation was applied as an overlay to the federal ownership of McClellan and is quite broad, designating a very wide variety of uses (from agriculture to residential to heavy industry). From one standpoint, this designation will accommodate all of the uses envisioned by the Reuse Plan. However, other base closure communities have elected to amend their General Plans to incorporate the adopted Reuse Plan and institute greater planning control over these former federal properties.

County General Plan land use designations surrounding the Main Installation (i.e. within the communities of Rio Linda and North Highlands) include: [1] "Agriculture/Residential" along the northwest Base boundary and to the northeast of the Community Area of the Base; [2] "Intensive Industrial" along the northern boundary, near the airfield; [3] "Commercial and Office" along the Watt Avenue corridor; and [4] "Intensive Industrial" along the Roseville Road boundary to the southeast.

Main Installation property within the City of Sacramento predominantly has a General Plan land use designation of "Public/Quasi-Public-Miscellaneous." As with the County, this designation is not definitive and may require amendment pursuant to the objectives of the Reuse Plan. A portion of the land in City jurisdiction is, however, more definitively designated as "Heavy Commercial or Warehouse."

City of Sacramento lands bordering the Main Installation (i.e., along the west and southwest) are predominantly designated as "Heavy Commercial or Warehouse." However, a considerable area with a "Low Density Residential" designation is also found within a short distance from the southwestern portion of the Main Installation.

Capehart Housing Area

The Capehart Housing Area is located entirely within the County and is both designated and surrounded by "Low-Density Residential" land use in the County General Plan.

Camp Kohler

Camp Kohler has two County General Plan designations. The western half of the site, along Roseville Road, has a General Plan designation of "Intensive Industrial," consistent with existing use of the site. The eastern half of the property, where most

existing facilities are located, is designated "Low Density Residential." The area surrounding Camp Kohler is generally designated for "Low or Medium Density Residential" uses.

Sacramento River Docks

The Sacramento River Docks site is within the City boundaries and has a General Plan designation of "Riverfront District." This designation includes river-related commercial activities such as marinas, storage, recreation, and related retail (e.g., restaurants). The area surrounding the Docks property includes several land use designations: "Office/Office Park," "Parks/Open Space," and "Riverfront District".

EXISTING ZONING CLASSIFICATIONS

Zoning is a local jurisdictional land use control which regulates the type and nature of development in an area including issues such as building height, bulk, and use; lot coverage; and parking requirements. According to California law, zoning regulations must be consistent with General Plan provisions.

Main Installation

The Main Installation property within County jurisdiction has a zoning classification of "Light Industrial" (M-1); within the City's jurisdiction it is zoned "Light Industrial requiring Plan Review" (M-1-R). Both of these classifications are generally consistent with the industrial activities currently occurring or envisioned to occur on the Main Installation. However, in the case of Main Installation property within the County's jurisdiction, the "Light Industrial" zoning classification does not reflect and recognize the existing residential, community, and office uses occurring on-site. The area surrounding the Main Installation within the County's jurisdiction is predominantly zoned "Agriculture/Residential," "Light Industrial," and "Special Planning Area." Similarly, City lands bordering the Main Installation are generally zoned a mix of "Light Industrial" and "Single Family Residential."

Capehart Housing Area

The Capehart Housing Area is zoned "Residential Density-5" (RD-5) and "Recreation" (O). The RD-5 classification covers the housing area within Capehart and limits gross unit density to five units/acre. Existing housing development at Capehart is approximately 3.5 units/acre, which falls within this criteria. The Recreation classification covers the Lawrence Links Golf Course and associated recreation facilities.

Camp Kohler

Camp Kohler is zoned "Industrial Park" (MP) and "Residential Density-10" (RD-10). The purpose of the MP zoning classification is "to provide for well-designed and controlled groupings of research, service, and light industrial uses within an

area containing visual and operational amenities." The MP area is vacant land located along Roseville Road. The remainder of the site is zoned R-10, which allows a maximum of 10 dwelling units per gross acre of land.

Sacramento River Docks

Sacramento River Docks is zoned by the City as "Open Space Flood Zone" (F). This is a special classification which permits agriculture and other uses subject to special review and approval. This classification does not necessary exclude other types of land uses, but places severe restrictions on the type of development which can occur in such areas that are subject to flooding.

MCCLELLAN COMPREHENSIVE LAND USE PLAN (CLUP)

Article 3.5 of the California Public Utilities Code requires the preparation of a CLUP by an Airport Land Use Commission (ALUC) for every public use airport in the state. The CLUP defines compatible sub-regional land uses based on aircraft noise and safety considerations. By law, the City and County General Plans must be consistent with the CLUP. The current McClellan CLUP is primarily based on the Air Force's Air Installation Compatible Use Zone (AICUZ) for the Base. The AICUZ standards only apply to military airfields. Upon Base closure, the McClellan airfield will most likely be governed by similar civilian criteria from the Federal Aviation Administration (FAA), which are generally less restrictive than the AICUZ standards.

Aircraft noise restrictions are defined by Community Noise Equivalent Level (CNEL) contours. These restrictions define land use compatibility in relation to CNEL noise levels, typically in increments of 5 dB, from 60 dB to 85 dB. CNEL contours are defined by a variety of conditions including number of airfield operations, aircraft type, landing and departure paths, aircraft altitudes, speeds; and power settings.

In addition to land use restrictions related to airfield noise, there are also airport safety restrictions which influence sub-regional land uses. These restrictions are captured in the Air Force's accident potential zones (APZs), which delineate areas where the probability of aircraft accidents are the highest. These APZs are used in the McClellan CLUP to define clear zones and approach/departure safety zones.

The Main Installation contains several land uses that are incompatible with CLUP standards.

The Main Installation contains land uses that are incompatible with current CLUP noise and safety standards. These land uses include:

- residential uses within the 65 dB CNEL noise contour;
- community and public service uses within the 75 dB CNEL noise contour;
- recreational uses within the 75 dB CNEL noise contour; and
- portions of roadways (e.g., Dudley Blvd.) and railways within the runway clear zone.

As a note, the ALUC for McClellan (which is the Sacramento Area Council of Governments), has indicated that the CLUP will be updated in the future to reflect the change from military to civilian operations at the airfield. This process, including environmental review per CEQA, will occur once detailed information on the reuse of the airfield (i.e., flight operations) is known. At this time, however, it is anticipated that overall airfield operations will be reduced and correspondingly so will the CNEL contours. Airfield safety restrictions may also be revised to reflect civilian FAA airport standards.

4.2 Reuse Planning To Date

As noted in Chapter 1, this Refined Reuse Plan is intended to incorporate, integrate, and refine the Conceptual General Reuse Plan approved by the County in September 1996. One of its stated objectives is to recognize, coordinate with, and provide input to the parallel process of developing and adopting a Special Planning Area zoning ordinance for the Main Installation. The following discussion summarizes these two related documents.

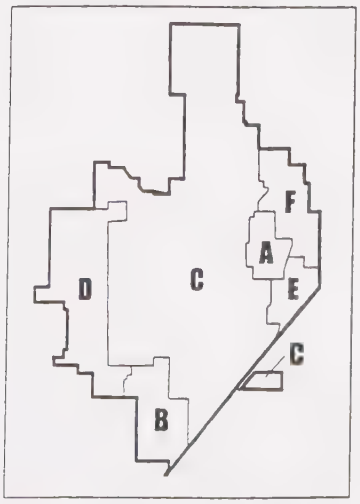
CONCEPTUAL GENERAL REUSE PLAN

The Conceptual General Reuse Plan proposes land uses of similar type and character to those currently existing at McClellan.

The McClellan Conceptual General Reuse Plan (Plan) was prepared by the LRA and approved by the County Board of Supervisors in September 1996. The Plan provides a conceptual land use strategy for the development and reuse of McClellan property. In general, this reuse strategy proposes land uses of similar type and character to those currently existing. This strategy is consistent with County goals regarding reuse of the Base, and in the case of the Main Installation, with the emphasis on supporting the DOD workload.

Main Installation

The Conceptual General Reuse Plan identifies six land use areas on the Main Installation which are based on clustering of related uses (see Figure 4-1).



A Industrial Hub Area

B Communications/Electronics Area (Electronics Area)

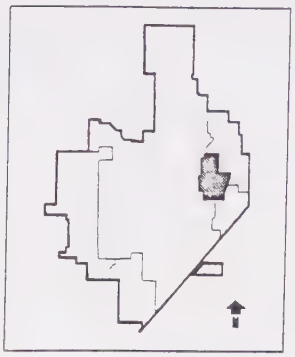
C Aircraft Repair and Operations Area (Aviation Area)

D Warehouse/Ordnance Storage Area (Warehouse Area)

E Administrative Area

F Community Area

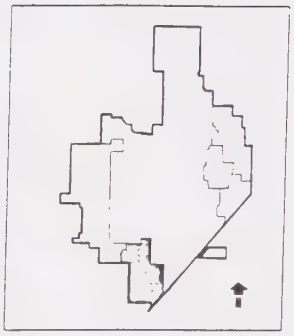
Figure 4-1: Conceptual General Reuse Plan Areas



Industrial Hub: The Industrial Hub is the central location for on-site industrial activities and contains the major industrial functions and processes related to aircraft maintenance and repair. These industrial functions also support many other manufacturing, maintenance, and repair activities, including those found in the Electronics Area. In addition to traditional workshop activities such as welding, parts machining and milling, and component fabrication, the Industrial Hub contains many high-tech industrial activities such as non-destructive materials inspection, electro-optics repair, and computer-aided manufacturing.

The Industrial Hub contains approximately 1.16 million square feet of gross floor area. Land use patterns are characterized by large, closely packed buildings adjacent to wide expanses of paved parking. Most of the buildings in the area are oriented toward the runway and there are few substantial vacant parcels.

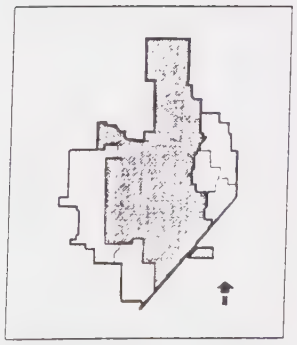
The Conceptual General Reuse Plan envisions that the Industrial Hub will continue to serve as the industrial core of the new McClellan and will support all major on-site industrial activities.



Electronics Area: This Area is primarily used for the development, production, testing, and maintenance of high-technology aviation and space electronic systems. These electronic systems include a host of navigation, communication, tactical, and surveillance equipment such as Air Traffic Control and Landing Systems (ATCLS). Secondary activities in this Area include scientific laboratory, technical document development, and aircraft engineering services.

The Electronics Area contains approximately 816,000 square feet of gross floor area. Land use patterns include a scattered mix of small, medium, and large buildings; parking areas; and vacant spaces within a grid street layout. There is no clear organizing structure in this area among these uses, and, thus, there is a sense of inefficient land utilization.

The Conceptual General Reuse Plan calls for this Area to be used similar to its current mixed use, high-technology nature.



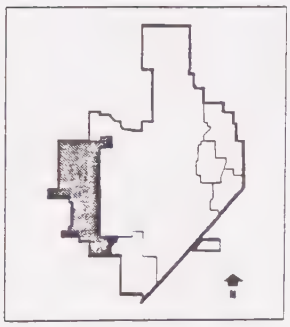
Aircraft Repair and Operations Area (Aviation Area): The Aviation Area contains both airfield operation and aircraft repair activities. It is the single largest on-Base land use area and includes the runway complex and supporting airfield facilities, as well as major portions of general industrial functions related to aircraft repair and maintenance.

The airfield is comprised of one 2-mile runway, 15 taxiways, and 10 aircraft parking aprons. The Air Traffic Control Tower and supporting Aircraft Rescue and Fire Fighting (ARFF) functions are also part of this complex.

Aircraft repair functions include a wide variety of aircraft maintenance, repair, modification, and testing activities for both large- and small-bodied aircraft. Approximately 2.8 million square feet of gross floor area, in a variety of small to very-large sized buildings, is dedicated to these operations. Most of the facilities are oriented toward airfield taxiways and parking aprons. There are approximately 32 large aircraft maintenance stalls and 51 small aircraft maintenance stalls in

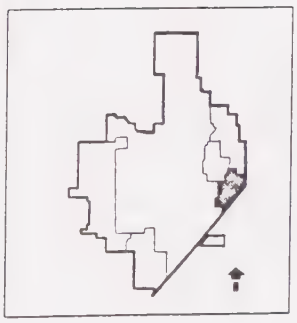
31 buildings scattered throughout this Area. Remaining buildings primarily house repair shop, parts storage, office, and logistic facilities. There are substantial vacant and underutilized lands within this Area.

The Conceptual General Reuse Plan confirms that this Area will continue to be dominated by airfield operation and aircraft repair activities. Commercial cargo and passenger aviation activities are currently not envisioned as part of these activities. The Aviation Area is expected to remain the centerpiece land use for McClellan and will most likely will continue to support many other land use activities in surrounding areas (e.g., Industrial Hub, Electronics Area, etc.).



Warehouse/Ordnance Storage Area (Warehouse Area): As the name implies, this Area contains two types of activities: warehousing and ordnance storage. Warehousing activities are located in the southern portion of the Area and include over 2.8 million square feet of covered warehouse space and a variety of facilities for general and hazardous substance storage. Ordnance storage activities are located in the northern half of the Area and contain facilities for the sub-surface storage of explosives and ammunition. The Area surrounding the ordnance storage facilities is mostly undeveloped and encompasses a substantial portion of the open space and valuable vegetation and wildlife habitat found on the Base.

With the exception of ordnance storage activities, which are not anticipated to continue after the closure of the Base, the Conceptual General Reuse Plan calls for reuse in this area to be similar to existing warehousing uses.

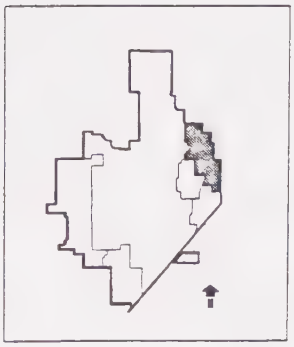


Administrative Area: The Administrative Area encompasses current Base engineering, administration, aviation training, material logistics, and headquarters office functions. Additionally, there are education, printing service, administrative, storage, and general facility maintenance activities in this Area. The Area contains approximately 1.5 million square feet of gross floor area in a variety of modern and historic buildings.

The Administrative Area land use pattern is characterized by a densely packed array of small and medium-sized buildings, parking areas, and open spaces within a modified grid street layout. In general, there is an orderly arrangement of each of these uses with some distortion in the southern transition zone with the Aviation Area. There are few substantial vacant lands in this area.

Reuse of this Area is expected to be generally consistent with its existing office character. It is envisioned that the Administrative Area will continue to serve as the administrative core for on-site office activities, while also attracting new off-site office activities.

Community Area: The Community Area includes family and dormitory housing as well as supporting retail, community services, and recreation facilities. Family housing resources consist of 132 units of single-family and duplex housing (in the Wherry and Headquarters housing areas). Group housing consists of unaccompanied personnel dormitories and visiting officers quarters. The dormitories are located in 14 buildings and provide approximately 950



beds. Retail and community services are located in the central portion of the Community Area and include the Commissary and the Base Exchange (BX). Medical services are also found in the center of the Community Area and consist of the Occupational Health Clinic and the Dental Health Clinic. Recreation activities are primarily located in the northern portion of the Community Area around Freedom Park. General recreation activities in this area involve indoor/outdoor sport and hobby functions. Key facilities include the gymnasium (Talbot Sports Center), Arts and Crafts Center, swimming pool, four softball fields, an outdoor track, and tennis courts.

The Conceptual General Reuse Plan supports the retention of the existing character and mix of uses in this Area. It is envisioned that most of the general activities outlined above would continue to be represented in some capacity, although not necessarily in their current proportions.

Satellite Properties

The Conceptual General Reuse Plan portrays each of these properties' continuing uses similar to those currently in place: Capehart Housing Area as residential and recreation; Camp Kohler as light industrial; and the Sacramento River Docks as industrial, logistics, or commercial.

MCCLELLAN TECHNOLOGY CENTER SPA ZONING ORDINANCE

The County's existing Light Industrial zoning for the Main Installation would not support many of the uses identified in the Conceptual General Reuse Plan.

As noted in the previous section, the County's existing Light Industrial (M-1) zoning for the Main Installation does not accommodate many of the existing uses occurring on the Base and thus would not support many of the uses currently identified in the Reuse Plan. Recognizing the inadequacy of existing Main Installation zoning to accommodate envisioned reuse of this property, the County Board of Supervisors approved the initiation of a Special Planning Area (SPA) Zoning Ordinance (Resolution No. 96-1174) on October 8, 1996. This SPA Zoning Ordinance would apply to Main Installation property within the County's jurisdiction (approximately 250 acres in the western portion of the property fall within the City of Sacramento's jurisdiction and would not be subject to this ordinance) and is intended to:

1. Recognize and permit existing buildings and uses at the Base as of September 18, 1996;
2. Support the retention of industrial uses; and
3. Provide for future industrial expansion in a manner consistent with the capacity and capabilities of McClellan's facilities, equipment, and workforce.

The proposed SPA Zoning Ordinance would allow for the smooth transition of the Main Installation from military to civilian use.

The proposed McClellan Technology Center SPA is designed to allow for the smooth transition of the Main Installation property from military to civilian use, and is the only rezoning process currently underway related to the reuse planning effort. Thus, the following overview does not include discussions of City lands

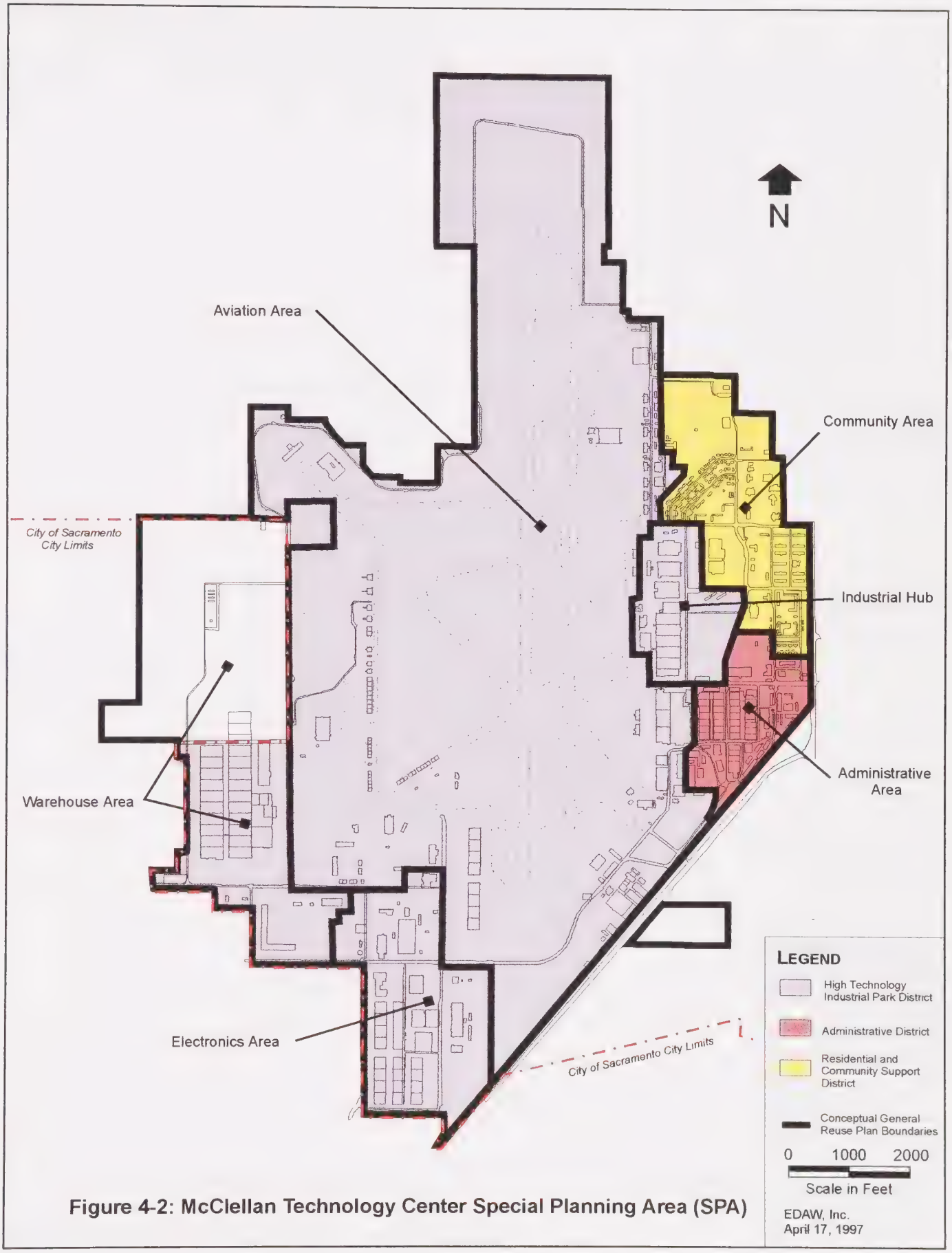


Figure 4-2: McClellan Technology Center Special Planning Area (SPA)

within the Main Installation or the satellite properties. Given the reuse envisioned for these properties, however, current City zoning classifications will likely be able to accommodate expected civilian use. The most recent draft (January 21, 1997) defines three zoning districts for the Main Installation, which are summarized below (also refer to Figure 4-2).

High Technology Industrial Park District: This District includes the entire Industrial Hub, Aviation, Electronics, and Warehouse Areas identified in the Conceptual General Reuse Plan. The full range of existing uses as of September 1996 in this combined area would be permitted, or conditionally permitted, in this District. New construction in this District would need to conform to the County's "Industrial Office Park" Development Standards (Title II 230-43) in the County Zoning Code.

Administrative District: This District is congruent with the Administrative Area outlined in the Conceptual General Reuse Plan and would permit, or conditionally permit, the full range of uses currently present in this area (as of September 1996). New construction in this District would need to conform to the County's "Business and Professional" Development Standards defined in the Sacramento County Zoning Code.

Residential and Community Support District: This District includes the entire Community Area identified in the Conceptual General Reuse Plan and permits, or conditionally permits, a variety of existing uses including retail, residential and restaurant. New construction in this District would need to conform to Title III of the Sacramento County Zoning Code.

The SPA is targeted for completion and consideration by the Board of Supervisors by September 1, 1997. Implementation of the SPA will not require a County General Plan amendment since the proposed SPA uses and zoning are consistent with the current "Public/Quasi-Public" General Plan land use designation for the Main Installation. This does not mean that a more defined General Plan Amendment will not be completed for McClellan in the future. Instead, the combination of the broad existing General Plan designations with the more specific controls of the SPA will ensure that the primary mechanisms for land use management and development entitlements will be in place to support early reuse. This is especially relevant for the DOD workload and associated commercialization activities which will result from retention of the workload. It is probable that further, more detailed definition of Main Installation General Plan designations will be considered upon completion of the Final Reuse Plan (which is anticipated for Spring 1998).

4.3 Specific Land Uses Under Consideration

This section outlines land uses that are currently under consideration by the County. These land uses are derived from property requests and requirements that have been received as of May 1997 and are currently under evaluation by the County as part of its reuse planning efforts. Property requests after this time will be considered by the County in its Final Reuse Plan.

PROPERTY REQUESTS AND REQUIREMENTS

McClellan property requests and requirements currently under consideration address a variety of privatization, commercialization, federal and public benefit programs.

This Reuse Plan refinement effort is intended to test and, where appropriate, incorporate more fine-grained land use designations than was possible for the Conceptual General Reuse Plan. The impetus for documenting additional detail regarding expected/proposed reuses is derived from property requests and requirements which were not known at the time the Conceptual General Reuse Plan was prepared. These requests and requirements address a variety of privatization, commercialization, federal retention and public benefit programs. The programs, and their associated requests and requirements, are defined as follows:

Workload Competition Requirements: These requirements are for facilities, and associated property, necessary to accomplish the DOD workload. The information regarding these requirements is still subject to change pending on-going studies by the private sector competitors in support of their proposals.

Base Operating Infrastructure (BOI) Requirements: These requirements include those facilities/property necessary for the operation and maintenance of the Base's infrastructure systems. Information regarding these requirements is still subject to change pending the completion of an on-going BOI Study (scheduled for completion in June 1997) and the award of the Workload Competition.

Commercialization Market Strategy Requirements: These requirements identify key non-DOD Workload Competition facilities necessary to support focused commercialization marketing efforts at McClellan. This Market Strategy, prepared by Bay Area Economics for the County, identifies opportunities to maximize near-term commercialization opportunities on the Base as it transitions from military to civilian use.

Property Screening Requests: These are requests emerging from the various property screening processes required by federal regulations for closing military installations. These property screening processes include those for federal agency uses/retentions, homeless assistance uses, and public benefit uses.

Other Property Requests: These are non-federal agency retention, homeless or public benefit property screening requests received by the LRA since the official closing date for the respective screening processes. These requests also include federal use requests received after the federal property screening deadline.

Federal regulations and related legislation define a range of property disposal mechanisms and processes, each serving a specific purpose, by which these requests and requirements can by accommodated. The primary mechanisms applicable to McClellan, listed in order of priority, are shown in Table 4-1 (see Chapter 5 for a more detailed discussion of these mechanisms).

Table 4-1: Property Conveyance Mechanisms

Entity To Receive Property	Property Transfer/Use Mechanism	Process and Status	Comments
	Direct federal-to-federal transfer of title from DOD; or lease from LRA.	Formal screening process: requests submitted to DOD and LRA; screening process completed in March 1996. LRA considers requests as part of Reuse Plan process.	The LRA can request that DOD not honor requests if they are inconsistent with community planning objectives.
Homeless Assistance Providers	Direct transfer of title from DOD; or lease from LRA	Formal screening process conducted by LRA in cooperation with the federal Department of Housing and Urban Development (HUD); screening process completed in October 1996. LRA considers requests as part of Reuse Plan process—requests refined through Reuse Plan process.	The LRA must address homeless needs as part of its Reuse Plan; these needs, however, must be balanced with economic/land use objectives of the community. Homeless providers must also demonstrate financial ability to support programs for which they have requested property.
State and Local Agencies and Non-Profit Institutions	Public Benefit Conveyance (PBC); or lease from LRA	Formal screening process conducted by LRA; PBC requesters required to have sponsoring federal agency; screening process completed in October 1996. LRA considers PBC requests as part of Reuse Plan process—requests refined through Reuse Plan process.	Property conveyed through a PBC must be used for the specific purpose included in the property request; the requesting agency must demonstrate the financial ability to support the programs for which they have requested property. The LRA may recommend denial of a PBC if it is inconsistent with community objectives.
LRA	Economic Development Conveyance (EDC)	LRA submits formal EDC application to DOD; application currently in preparation.	This is the primary mechanism being pursued by the LRA to achieve property transfer. The mechanism is essentially a negotiated sale with terms based on LRA business plan.

With some exceptions, most McClellan property requests and requirements will be accommodated through the EDC property disposal mechanism.

With the exception of federal retention, homeless assistance, and public benefit property requests, which have specially defined conveyance tracks, most McClellan property requests and requirements will be accommodated through the Economic Development Conveyance (EDC) property disposal mechanism. Table 4-2 summarizes the current status (i.e. May 1997) of McClellan property requests and requirements under consideration by conveyance track (see Chapter 5 for a more detailed discussion of property requests and requirements).

Figures 4-3 and 4-4 show the locations of these requests and requirements on the Main Installation. Figure 4-3 maps the current status of federal, homeless, and public benefit requests under consideration, while Figure 4-4 maps other property requests, Workload Competition, BOI and market strategy property requirements. The following section summarizes proposed reuse programs currently under consideration. This discussion is presented by land use area (per the Conceptual General Reuse Plan).

MAIN INSTALLATION

The Main Installation represents the majority of Base property and contains facilities critical to accomplishing the DOD workload and associated commercialization efforts. In fact, it is this use of land and facilities which is given high priority by the County and is the primary focus of the Refined Reuse Plan. The following is a summary of the specific land uses which have been proposed, or are currently under consideration, by reuse area (as defined in the Conceptual General Reuse Plan).

Industrial Hub

This Area serves as the industrial engine for McClellan's repair and maintenance activities. Its buildings houses a variety of high-technology and traditional industrial facilities.

Workload Competition Requirements: As the central area for on-site industrial activities and processes related to aircraft maintenance and repair, the Industrial Hub is critical to the Workload Competition. Nearly all of the buildings located is this area have been earmarked as Workload Competition buildings, and as such play an integral role in achieving the County's goal of supporting the retention of the DOD workload at McClellan. Industrial functions in this area also support other manufacturing, maintenance, and repair activities, including those found in the Electronics Area.

Specific industrial functions which currently occur in the Industrial Hub now, and which would continue if the DOD workload is retained, include advanced composites production/repair, sheetmetal manufacture and repair, conventional machining, and other related activities.

Other Property Requests: The McClellan Nuclear Radiation Center (MNRC) (Building 258), which contains a two megawatt nuclear reactor, is also located in the Industrial Hub. This building was originally omitted from the initial McClellan property screening period ending on March 28, 1996. Since that time, however, the Air Force has declared the MNRC as excess property to be disposed of through the normal DOD property disposal process. The MNRC screening period ended April 29, 1997. Since the MNRC is within the designated Workload Competition area, any proposed reuse of the facility would need to be consistent with Workload Competition requirements.

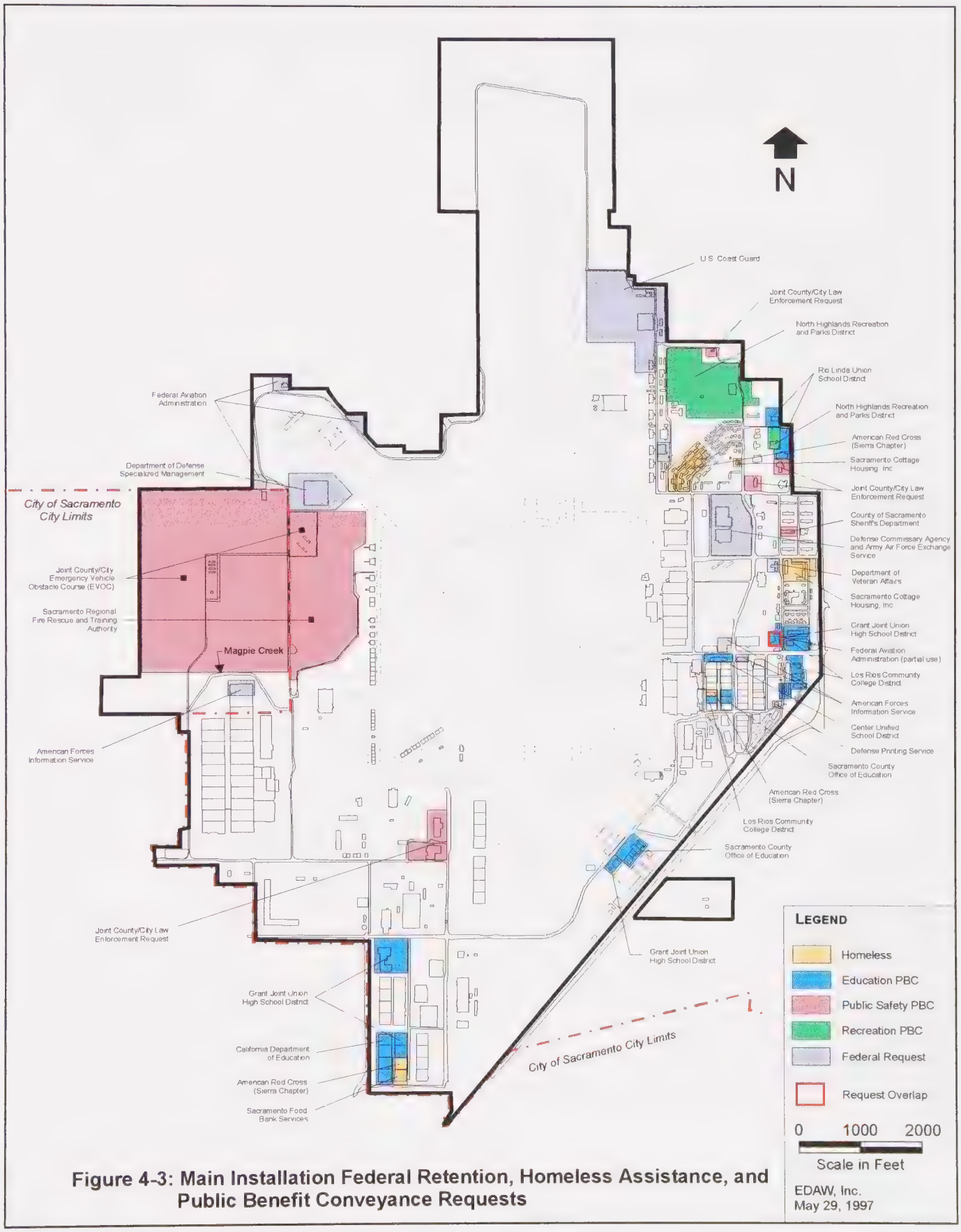


Figure 4-3: Main Installation Federal Retention, Homeless Assistance, and Public Benefit Conveyance Requests

All proposed reuse programs for the Industrial Hub are consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

All of the proposed reuse programs for the Industrial Hub are consistent with the nature and intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance (i.e., High Technology Industrial Park District). These uses would also support and promote several key reuse goals and objectives identified in Chapter 2, including timely reuse of facilities and sustainable job creation and economic development.

Electronics Area

The primary uses in this Area are related to the development, production, testing, and maintenance of high-technology aviation and space electronic equipment. As such, this Area provides opportunities for a variety of privatization, commercialization and other associated reuse efforts.

Workload Competition/BOI Requirements: Workload Competition uses proposed for this area include backshop manufacturing support, software maintenance, and plastics manufacturing. Additionally, Building 600 has been identified as an important BOI facility.

Commercialization Market Strategy Requirements: The Micro-electronics Cluster, one of four "market clusters" on the Base, is centered in this Area. This cluster identifies key facilities which may offer near-term leasing opportunities for micro-electronics activities. It is envisioned that this cluster could be anchored by the Defense Microelectronics Agency (DMEA). The DMEA is currently located in Buildings 618 and 620 and would relocate their entire operation to Building 620 as part of the reuse process. DMEA's mission is primarily focused on the design, prototyping, testing, and operation of high technology electronics components and systems.

Property Screening Requests: Several public benefit requests have been made for buildings in the Electronics Area. Requesters for these facilities include the California Department of Education, the American Red Cross, Grant Joint Union High School District, and the Sacramento Food Bank Services. The reuse programs proposed by these organizations are focused on education and training uses related to nearby industrial and warehouse activities (i.e., trade schools). Warehouse uses from these requests would be accommodated in existing warehouse facilities found in Buildings 625 and 627.

Other Property Requests: In addition to the DMEA request, the County/City Public Works Agencies have jointly requested open land in the eastern portion of the Electronics Area for a corporation yard (for vehicle maintenance and storage). This request and the uses proposed are described more thoroughly under the Aviation Area discussion below (as most of the land requested falls within that Area).

The focus of the reuse programs described above is complementary to the employment and economic development goal of promoting sustainable job creation and economic development at the Base. The emphasis on high technology, and the provision of education, training, and re-training uses to complement

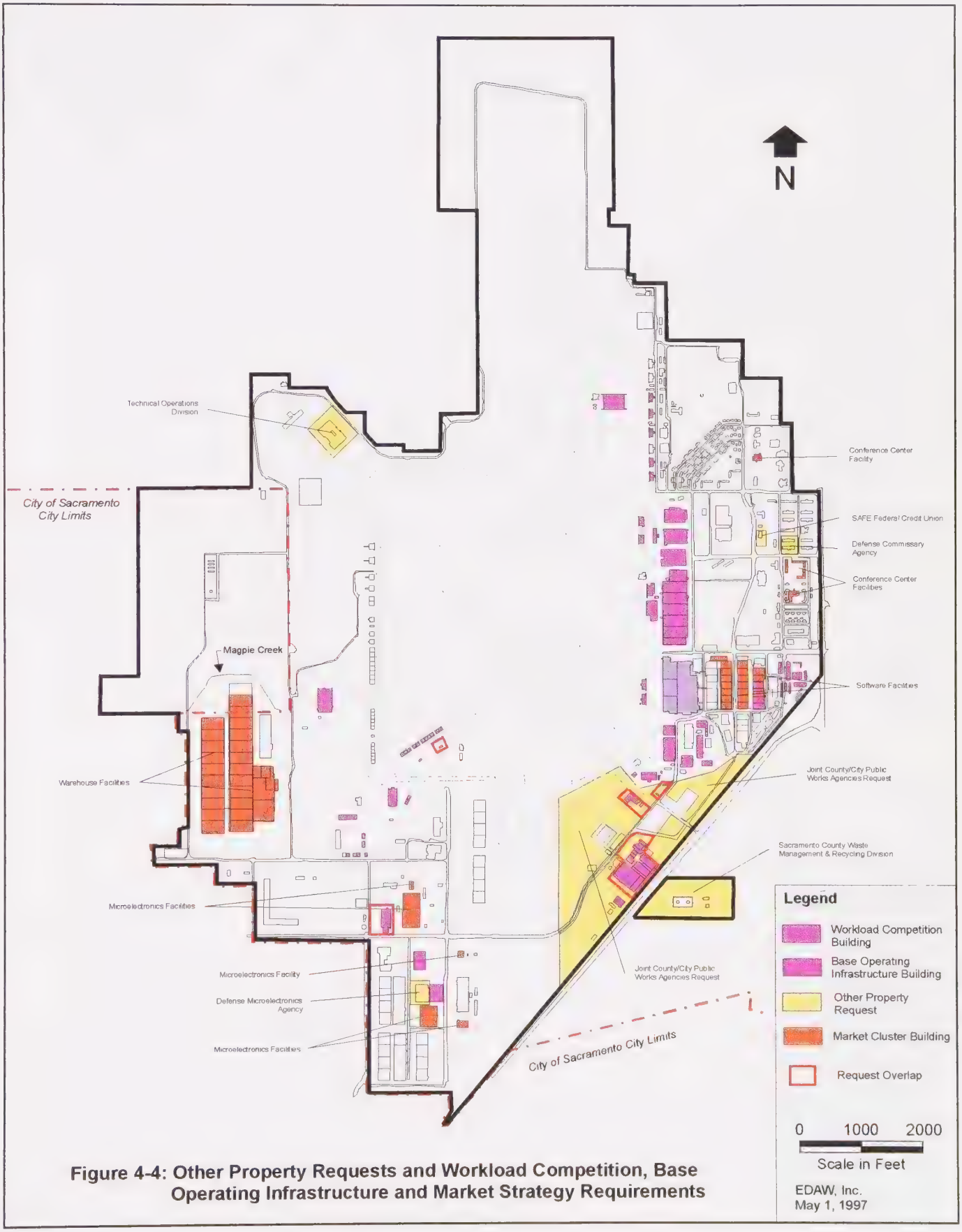


Figure 4-4: Other Property Requests and Workload Competition, Base Operating Infrastructure and Market Strategy Requirements

All proposed reuse programs for the Electronics Area are generally consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

economic development, further supports the stated objectives of the Plan to develop a world-class "technology center of the future." The proposed reuse activities for this area are generally consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance (i.e., High Technology Industrial Park District).

Aviation Area

The Aviation Area represents more than half of the total Base area and is centered around the two-mile runway located in the middle of the property. The airfield and associated facilities are the cornerstone of economic plans for reuse of McClellan. The airfield provides access to the Base for planes undergoing maintenance and repair, as well as opportunities for the air transport of supplies necessary for on-site industrial activities.

Workload Competition/BOI Requirements: Buildings located along the fringe of the airfield provide aircraft maintenance and repair services (i.e., engine repair and testing facilities, corrosion control, etc.) which are critical to the Workload Competition, including Building 251 - the Sacramento Air Logistics Center. As shown on Figure 4-4, there are also several facilities in this Area which are required for use by the BOI Coalition. These facilities include Buildings 376, 444, and 445.

Property Screening Requests: The United States Coast Guard (USCG) and FAA have requested several properties within the Aviation Area. The USCG operates an air station at McClellan which serves as the northern California site for fixed-wing, long-range flight operations. This air station includes aircraft maintenance and storage facilities. The FAA is requesting several of the airfield control and navigation facilities for continued use.

Grant Joint Union High School District and the Sacramento County Office of Education are requesting 2 buildings in the southeastern portion of the Aviation Area. Proposed reuse programs for these facilities include training and associated administrative uses. These buildings would be surrounded by the vehicle maintenance and corporation yard (described below). In addition, several of the buildings in this location have been identified as Workload Competition buildings (refer to Section 4.4 for a discussion of potential property request conflicts).

On the western portion of this Area the County/City Law Enforcement Agencies propose to continue operation of the firing range around Buildings 710 and 712 for training purposes. Nearby, the regional fire protection agencies propose the establishment of a fire rescue and training center.

Other Property Requests: The County and City Public Works Agencies have expressed interest in obtaining existing Main Installation vehicle maintenance facilities for use as a joint County/City vehicle maintenance facility and corporation yard. This facility would comprise approximately 110 acres of land area in the southeast portion of the Base (in both the Aviation and Electronics Areas) and

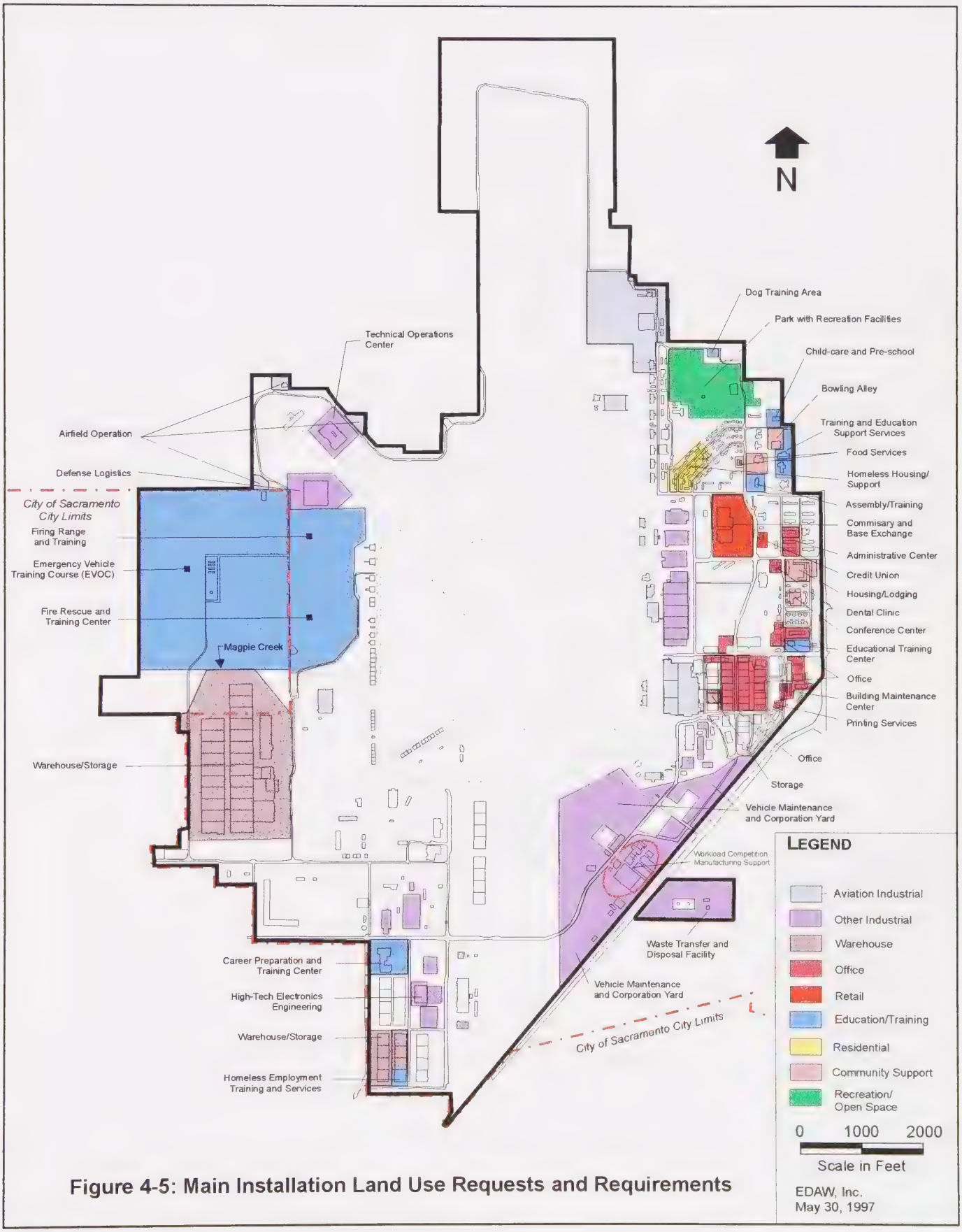


Figure 4-5: Main Installation Land Use Requests and Requirements

include vehicle maintenance shops, parts and storage space, a fueling station, and some administrative space. This site would primarily be used to maintain and store County and City vehicles, equipment, and supplies.

In addition to the contiguous Main Installation property, there is a small (approximately 47-acre) non-contiguous property located directly adjacent to the Base on Roseville Road which is considered part of the Aviation Area. The Sacramento County Waste Management and Recycling Division (WMRD) currently operates the North Area Transfer Station on approximately half of this site. The WMRD is proposing an expansion of its facilities to improve its waste receiving infrastructure and expand existing recycling collection capabilities. In order to proceed with these improvements, the WMRD is seeking to acquire most of the balance of this site (this request would fall under the EDC process as described in Chapter 5).

All proposed reuse programs for the Aviation Area are consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

The reuse programs proposed for the Aviation Area primarily focus on airfield operations and aviation/general industrial uses, which are generally similar to existing uses. In this regard, these uses are consistent with the direction and intent of the Conceptual General Reuse Plan and the draft SPA Ordinance (i.e., High Technology Industrial Park District). These programs also help to implement the Reuse Plan objective of ensuring smooth and timely transition of airfield infrastructure from military to civilian use, and the overall employment and economic goal of creating sustainable job creation and economic development. Refinement and implementation of these reuse programs will offer further opportunities to integrate the County's goals and objectives.

Warehouse Area

The Warehouse Area is located in the western portion of the Main Installation and includes approximately 250 acres of land located within the City of Sacramento. This Area has an unique combination of resources — both natural and man-made. The northern portion of the Area provides some areas of wetland habitat (vernal pools and riparian) including Don Julio and Magpie Creeks, and is underlain by an ordnance storage area. The southern portion of the Area offers over 2.5 million square feet of general covered warehouse space.

Commercialization Market Strategy Requirements: Nearly all of the major buildings in the Warehouse Area have been included as part of a "market cluster" and are thus critical to early activities commercialization efforts at McClellan. These critical facilities are primarily defined by Buildings 783 and 786.

Property Screening Requests: Two structures have been requested for federal retention within this Area. One is requested by the American Forces Information Services and is located in Bay T of Building 783. The proposed reuse program would perpetuate existing uses including storage, administrative and testing space conducted for the Navy Media Center's Television-Audio Support Activity (TASA).

The other property requested for federal retention is located in the northwestern portion of the Area (north of the wetlands area), adjacent to the intersection of

Taxiways N and L. The request was made by the Air Force Technical Operations Division (TOD) for continued use of Building 1080. The TOD provides worldwide logistical support operations, with a special focus on aerial sampling operations (e.g., identification of nuclear explosions/testing). These activities are considered an industrial use.

One public benefit request has been proposed for the northern part of this area involving construction of an Emergency Vehicle Obstacle Course (EVOC). This use would primarily include driver training and educational activities and would encompass the wetlands/ordnance storage area.

All proposed reuse programs for the Warehouse Area are generally consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

The reuse programs proposed for the Warehouse Area are generally consistent with the Conceptual General Reuse Plan and proposed SPA Zoning Ordinance (i.e. High Industrial Park District - note that the area located within the City of Sacramento city limits would not be subject to the proposed SPA). The potential exception to this is the proposed EVOC use. This use would potentially conflict with the environmental resource goals and objectives of the County (as described in Chapter 2). As an active military installation, the Base has limited environmental resources and the preservation and protection of these resources is an important consideration in the reuse process. The protection of the wetland resources in the Warehouse Area, however, would be governed and administered through compliance with several federal and state environmental regulations including the required environmental review which is currently underway for the Base.

The draft EIS/EIR for the closure and reuse of McClellan requires that any new development within a designated sensitive biological area be subject to review and approval by the County Board of Supervisors or appropriate City decision-making body (Department of the Air Force and County of Sacramento, March 1997). The draft EIS/EIR also requires that any proponent proposing plans which would disturb a wetland area must submit, for review and approval prior to development, a Wetlands/Riparian Habitat Mitigation Plan. In addition to the requirements set forth in the draft EIS/EIR, several areas of "jurisdictional wetlands" (i.e., subject to the United States Army Corps of Engineers regulations for administration of Section 404 of the Clean Water Act) have been identified on the Base and would require formal consultation and mitigation. Implementation of an environmentally sensitive approach to the design and development of the proposed EVOC facility would help minimize and/or eliminate potential negative impacts on existing biological resources.

Administrative Area

The Administrative Area, located on the eastern portion of the Main Installation, contains a variety of modern and historic structures able to accommodate a variety of office and office-related uses. Additionally, its strategic location near the Industrial Hub and the Watt Avenue commercial corridor makes it a sensible site for both front office and back office operations. Descriptions of property requests and requirements under consideration in this Area are outlined on the following page.

Workload Competition/BOI Requirements: The Administrative Area contains one facility, Building 263D, critical for the Workload Competition. This facility is primarily used as a software engineering facility which supports the maintenance and repair of aircraft, air control, radar, and navigational computer systems. BOI requirements are primarily focused on the Civil Engineering office and building maintenance facilities (i.e., Buildings 18, 20-26, 28, 53, 54). Reuse of these facilities would support the operation and maintenance of McClellan infrastructure systems and would be consistent with current uses.

Commercialization Market Strategy Requirements: The Software Market Cluster is located in the center of the Administrative Area and includes Buildings 263, 269, and (most of) 250. This cluster would most likely accommodate a mix of uses including traditional office, software engineering/development, and computer support. However, the general character of use in this cluster would reflect office rather than industrial activities.

Property Screening Requests: These requests primarily include those for office and administrative space in existing office and support buildings. The Los Rios Community College proposal, however, also identifies Building 8 for education/training and several Civil Engineering facilities for building maintenance activities. Building 29, a printing and publications facility, is scheduled to be retained by the Defense Printing Service after Base closure.

All proposed reuse programs for the Administrative Area are generally consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

The reuse programs proposed for the Administrative Area are generally similar to existing uses and the character and intent of uses identified in the Conceptual General Reuse Plan and the proposed SPA Zoning Ordinance (i.e., Administrative District). These programs also help to implement Reuse Plan goals and objectives by fostering diverse, but interconnected, uses.

Community Area

Commercialization Market Strategy Requirements: The Community Area contains the Conference Center Market Cluster which includes the Visiting Officers Quarters (Bldgs. 87, 89, 90), Officers Club (Bldg. 150), and Non-Commissioned Officers Club (Bldg. 1425). These buildings would serve as lodging, conferencing, and administrative support facilities in support of the McClellan Technology Center.

Property Screening Requests: The Community Area is the focus of several federal, homeless assistance, and public benefit property requests. These requests focus on a variety of uses including housing, retail/commercial, office, educational, and recreational uses. Homeless transitional housing is proposed in 50 units of Wherry Housing and in the Visiting Officers Quarters. Community recreational uses are proposed for the Talbot Sports Center/Freedom Park area. Retail uses will continue in the Commissary and BX facilities. Facilities for child-care, office, and education/training will continue to be used in a similar fashion.

Other Property Requests: SAFE Federal Credit Union, an existing tenant, has requested the negotiated sale of the McClellan AFB Credit Union facility (Bldg. 905) to continue providing financial services to its McClellan customers. Additionally, the Defense Commissary Agency (DeCA) has expressed interest in locating its regional headquarters to Buildings 949 and 950. DeCA intends to use these buildings for administrative offices to support the operation and management of its regional commissaries. Both of these reuse requests are consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

All proposed reuse programs for the Community Area are generally consistent with the intent of the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance.

The reuse programs envisioned for the Community Area are generally consistent with existing uses and, thus, reflect the spirit and intent of both the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance (i.e., Residential and Community Support District). Reuse of Community Area facilities, as outlined previously, for public benefit purposes would strengthen connections to the surrounding area and offer opportunities for further integration of the Main Installation with its adjacent communities.

SATELLITE PROPERTIES

Capehart Housing Area

Virtual all property and facilities in the Capehart Housing Area have been requested in the various property screening processes. All of these requests include programs which would continue the residential and recreation uses currently found on this site. These uses are consistent with existing General Plan designations and zoning and are consistent with the intent of the Conceptual General Reuse Plan.

Camp Kohler

The entire Camp Kohler site has been requested for continued use by the FAA as a federal retention area. Use of the site would be similar to existing uses and would be consistent with current County General Plan designations and zoning and with the intent of the Conceptual General Reuse Plan.

Sacramento River Docks

The entire Sacramento River Docks property has been requested for a public benefit use. This request would be consistent with existing City General Plan and zoning. Since, under the recreational PBC request, the property would presumably be used for public recreation purposes, there is some discrepancy with the intent of the Conceptual General Reuse Plan, which envisioned more commercial, revenue-generating activities for the site (e.g., restaurant, other river-related commercial use, or light industrial/storage).

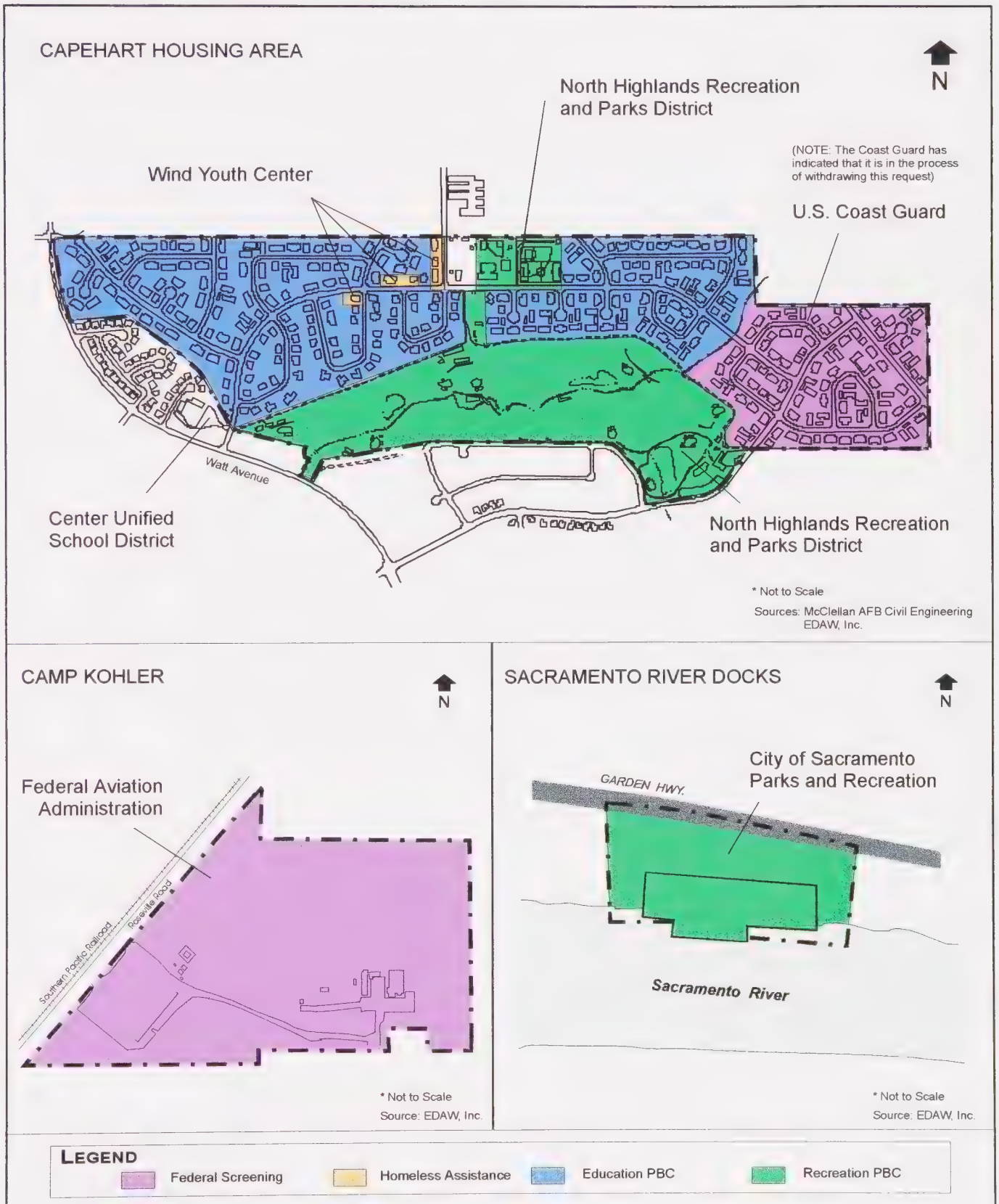


Figure 4-6 Satellite Properties: Federal Screening, Homeless Assistance and PBC Requests

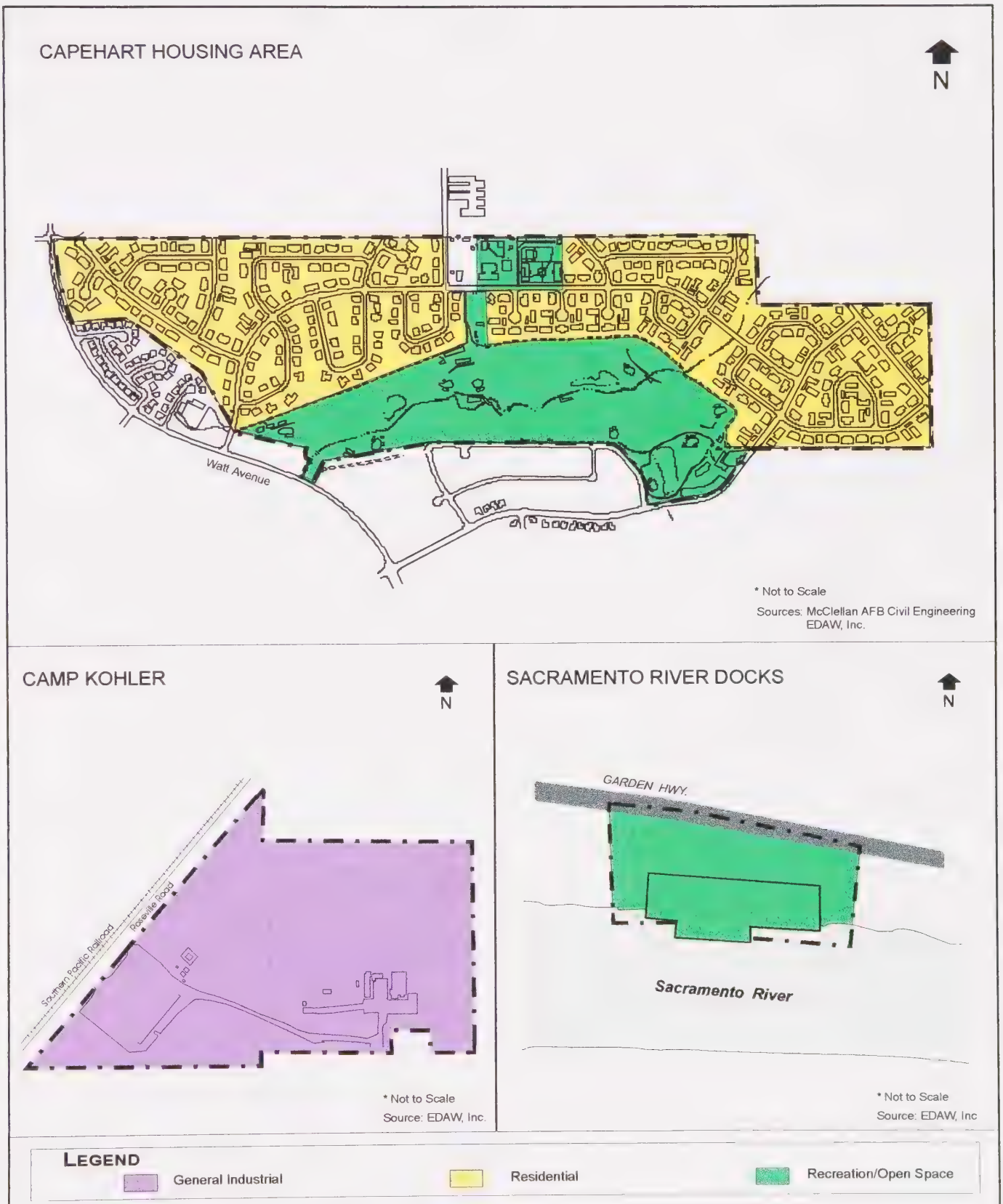


Figure 4-7 Satellite Properties Land Use Requests

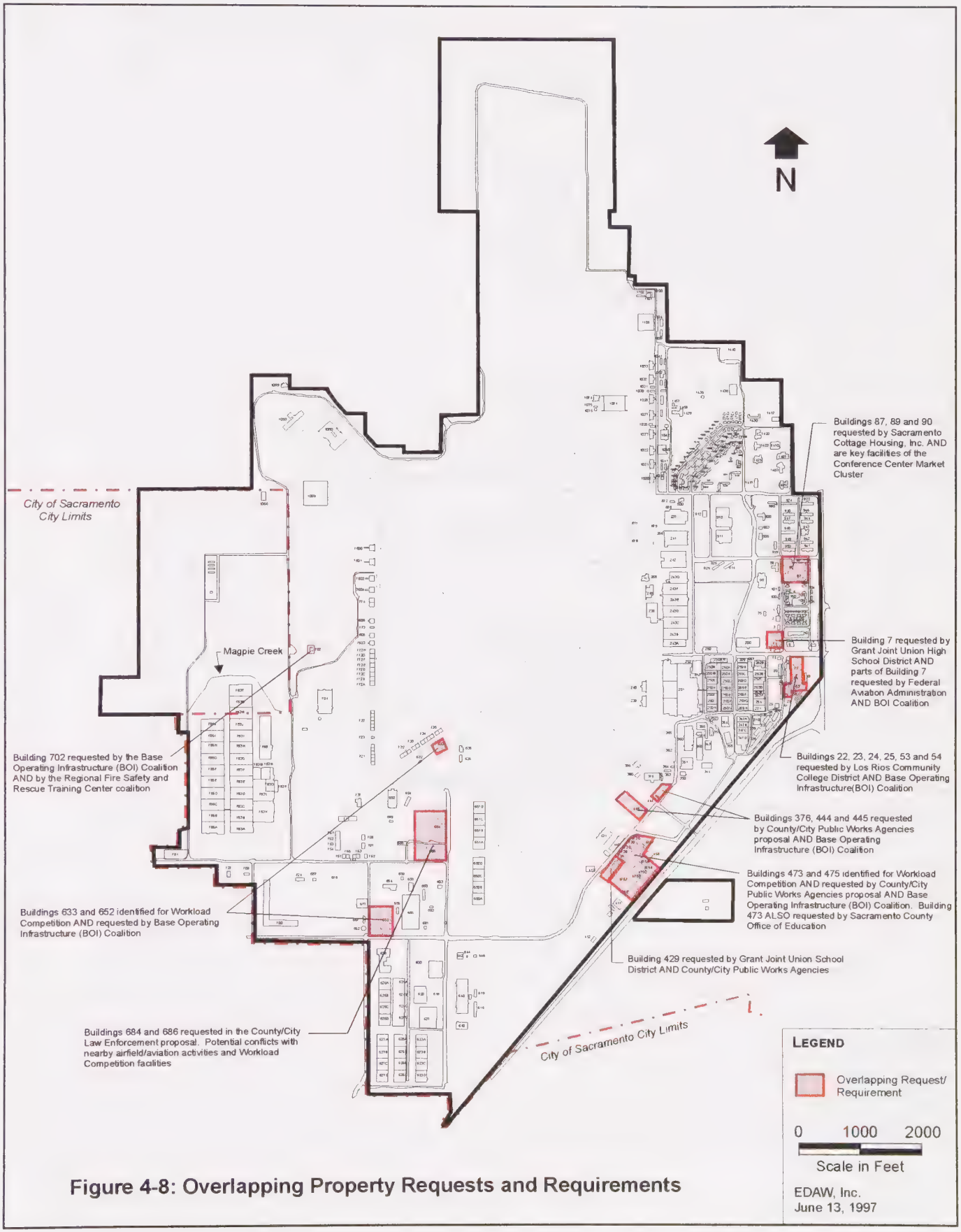


Figure 4-8: Overlapping Property Requests and Requirements

configuration of these buildings as hotel/lodging facilities and their proximity to the Officers Club (Bldg. 150) offer strong commercialization possibilities for the development of a conference center complex. Since Buildings 87, 89, and 90 are in the Community Area and will not be part of the fast-track partial ROD for the industrial core, there is no pressing need that a final determination be made on the status of these requests at this time. Given the particular locational needs of the conference center lodging facilities near the Officers Club, it is unlikely that suitable alternatives exist for these buildings. However, depending on the specific programmatic needs of the Cottage Housing request, suitable housing alternatives may be found in Buildings 520-5, 922, 924, 941, 942, and 944-7.

Base Operating Infrastructure Shops: Buildings 22, 23, 24, 25, 53, and 54 house the office and shop facilities currently used by the McClellan's Civil Engineering Department to maintain and operate the Base's infrastructure systems. These facilities have been requested by the Los Rios Community College District for an Educational PBC. Additionally, the BOI Coalition has identified these same buildings as key facilities in their proposal for operating the Main Installation's infrastructure systems.

As part of the cooperative agreement, the County is negotiating with the Air Force to transition infrastructure services provision to the BOI Coalition as early as mid-1997. The BOI Coalition is requesting use, not ownership, of these facilities to support this effort. In this regard, there may be an opportunity to foster a joint-use agreement that could satisfy both requests. However, barring an expedient resolution to this potential conflict, the potential immediacy of the BOI Coalition's needs to access and use these facilities may require that this property be included in an EDC parcel until a final determination on property ownership and use can be made.

Building 7: This building has been requested by the Grant Joint Union High School District for an Educational PBC. Additionally the FAA has requested to retain the facility's Mode S Calibrate Performance Monitor Equipment Room and the Microwave Antenna Tower, and the BOI Coalition has requested its local area network/wide area network (LAN/WAN) non-accountable equipment. Although it is unlikely that these overlapping requests will result in a major conflict between these two requestors, careful attention should be paid in insure that the needs of all parties can be accommodated in any shared use agreement for this facility.

Buildings 376, 444, and 445: These buildings house vehicle maintenance and infrastructure support facilities. These facilities have been requested for use by both the BOI Coalition and the County/City Public Works Agencies proposal in their consolidated corporation yard proposal. The most appropriate mechanism for both uses and users would be acquisition of these facilities by the County under

Office of Education. These facilities are large multi-bayed buildings with many uses including office, aviation-related industry and infrastructure support shops. The buildings are structured in such a way that they could conceivably house several end users. However, given the on-going nature of the Workload Competition proposals, a final determination on shared use of these facilities would not likely be made until after the Workload Competition contract is awarded.

Buildings 633 and 652: These buildings have been identified as both Workload Competition and BOI requirements. These buildings primarily house aviation-related industrial activities. It is believed that any potential conflict regarding these facilities can be resolved through coordination between the end users.

Building 702: Building 702 houses a communications transmitter which has been requested for use by both the BOI Coalition and the proposed Regional Fire Safety Rescue and Training Center (i.e., a Public Safety PBC). Given the nature of this facility, it is likely that a joint-use arrangement can be fashioned which accommodates the needs of both requests.

Buildings 684 and 686: Buildings 684 and 686 have been requested as a Public Health/Safety PBC in the County/City Law Enforcement Center proposal for use as an administrative and training facility. These buildings are located on the west side of the runway amid numerous taxiways and other airfield-related facilities. This area of the Base contains many facilities and associated infrastructure critical to the Workload Competition and the operation of the airfield. Although there is no formal overlapping request or requirement for these facilities, there is a concern that a conveyance that splits land ownership it this area may result in conflicts regarding airfield safety, noise, and access. Resolution of these issues will require that the operational details of use, access, and security be compatible with those of surrounding airfield and industrial uses. Information on the exact nature of these compatibilities will most likely be unavailable until after the conclusion of the Workload Competition. In this regard, it may be appropriate to accommodate this request within the context of an EDC strategy which gives the County greater control in minimizing potential incompatibilities. Under such a scenario a final determination on granting the proposed law enforcement use would not be made until after the conclusion of the Workload Competition in early 1998.

4.5 Refined Reuse Plan

The Refined Reuse Plan presented in this section embodies and further implements the vision provided in the Conceptual General Reuse Plan. The shift from "Conceptual" to "Refined" is based on new information and details related

similar to existing uses) and their land use is shown in Figure 4-7. The following text supports and explains the Refined Reuse Plan land uses Figure 4-9. The discussion is presented according to proposed SPA District and Conceptual General Reuse Plan area.

MAIN INSTALLATION

Reuse Plan land signations are intent and spirit ty General Plan signations.

The Refined Reuse Plan uses nine land use designations to describe uses proposed or envisioned to occur at McClellan: Aviation Industrial, General Industrial, Warehouse, Office, Retail, Education/Training, Residential, Community Support, and Recreation/Open Space (see Table 4-3 for acerage summaries). These designations are similar in intent and spirit to County General Plan land use designations. The Refined Reuse Plan land use designations are intended to reflect and further translate the goals and objectives of the McClellan reuse process.

Table 4-3: Main Installation Land Use Acreages

Land Use Area	Total Acreage
Aviation Industrial	1543
General Industrial	507
Warehouse	221
Office	96
Retail	23
Education/Training	318
Residential	44
Community Support	51
Recreation/Open Space	53
TOTAL	2856

High Technology Industrial Park District

The High Technology Industrial Park District designated in the proposed SPA Zoning Ordinance is composed of four areas delineated in the Conceptual General Reuse Plan: the Industrial Hub, Aviation Area, Electronics Area, and the Warehouse Area. The proposed uses and land use designations in each of these areas are discussedas follows.

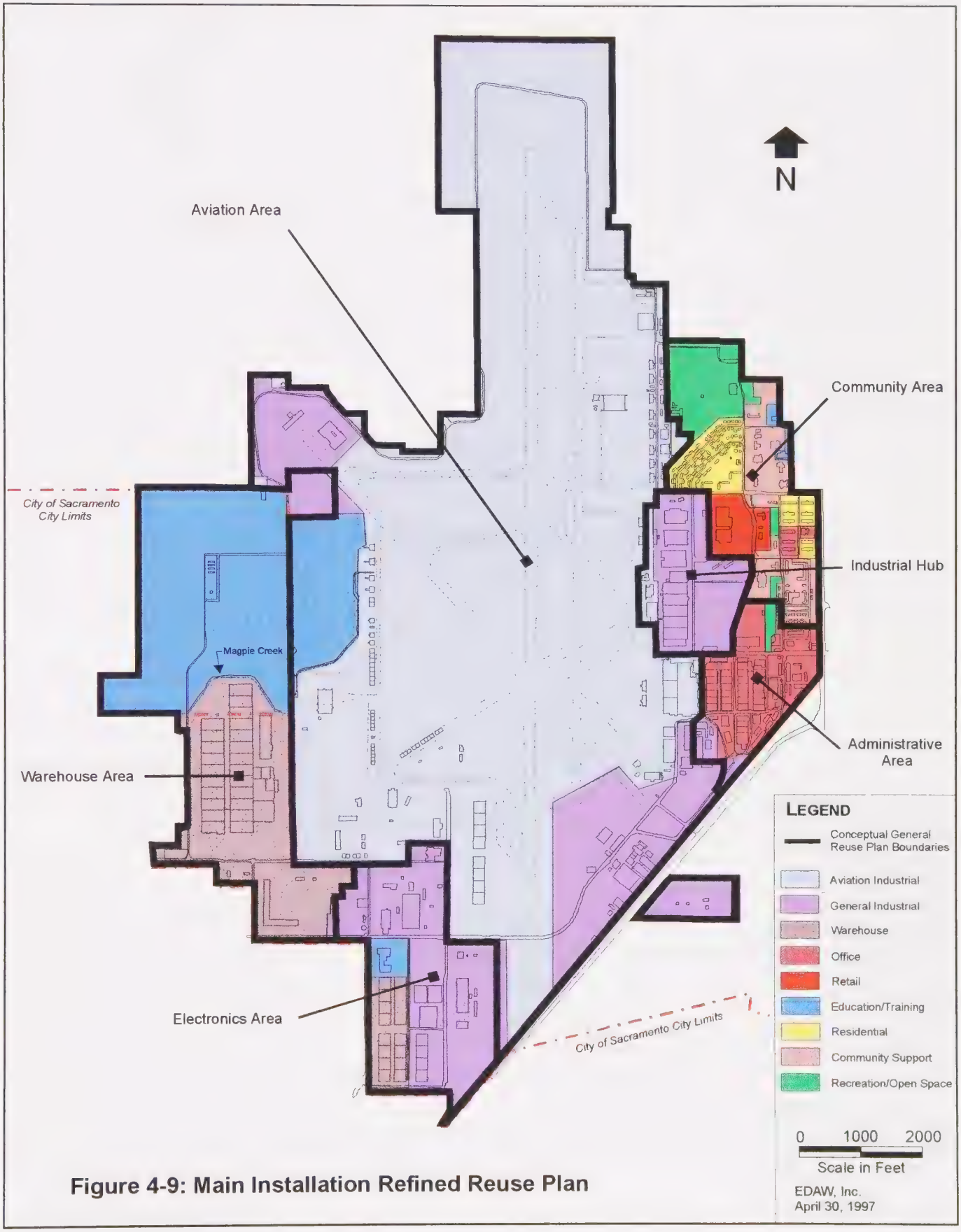


Figure 4-9: Main Installation Refined Reuse Plan

Aviation Area

viation Area is rily defined by n Industrial and Industrial uses ome Education/ ining uses.

Aviation Industrial: This land use area encompasses the airfield complex and the aviation industrial facilities and is the centerpiece of the resources necessary for accomplishment of the DOD workload. It includes much of the land and facilities needed by the private sector competitors to accomplish the DOD workload and thus is critical to winning the Workload Competition and retaining it at McClellan.

General Industrial: This land use designation includes general industrial facilities and sites which would support a variety of commercial and DOD workload activities. The General Industrial designation is applied to, and confirms acceptance of, the: [1] site of the proposed County/City Corporation Yard in the southeastern area of the Base, and [2] continuing federal use requests for facilities in the northwest portion of the Area received by the Technical Operations Division and Defense Specialized Management.

Education and Training: This designation includes the firing range and the fire rescue and training facilities identified in the Public Safety PBC requests. Both of these sites would primarily be used for a variety of public safety education and training activities.

Electronics Area

General Industrial: This land use designation encompasses much of the Electronics Area in the southwestern part of the Main Installation. This area includes general industrial facilities and sites which would support a variety of commercial and DOD workload activities focused on shelter repair, micro-electronics, and other high-tech light industrial operations.

tronics Area nostly General ses with some and Education/ ing uses.

Warehouse: This designation is applied to existing warehouse facilities in the southwestern portion of the Electronics Area and confirms continuing use of these areas for warehousing, storage, and logistics functions.

Education and Training: This land use designation is generally shown for sites included in local agency PBC requests. Educational uses are also proposed for the area including Building 628. These uses would be oriented to education and training related to surrounding industrial activities in the Electronics Area (e.g. employee training/retaining, vocational training).

Warehouse Area

Warehouse: This designation is applied to existing warehouse facilities in the southwestern portion of the Warehouse Area and confirms continuing use of these areas for warehousing, storage, and logistics functions. This designation includes

rehouse Area is rily defined by se and Education/ ining uses.

Education and Training: The large area north of the main warehouse complex (i.e., near the current ordnance storage area) is the site of proposed vehicle training course (EVOC). Key concerns in continuing planning for the uses shown in Warehouse Area include: [1] consideration of the noise and safety constraints represented by airfield operations (especially as they relate to proposed educational uses), [2] creation of more integrated development patterns and inclusion of open space and support retail amenities in the light industrial and warehouse areas, and [3] demonstration that the proposed EVOC can be implemented in manner which preserves the sensitive wetland and other biological resources present in this area.

Administrative District

istrative Area is characterized by with some Open and eral trial uses.

The Administrative District defined in the proposed SPA Zoning Ordinance encompasses the entire Administrative Area delineated in the Conceptual General Reuse Plan. Within the Administrative Area, the Refined Reuse Plan designates "Office" uses as the predominant land use designation. This designation confirms the direction set forth by the Conceptual General Reuse Plan and that reflected in the proposed SPA Zoning Ordinance. It also includes [1] acceptance of the PBC requests in this area (while these PBC requests have been made by educational entities, the specific uses for facilities in this area would be focused on office/administrative functions), and [2] accommodation of the facilities identified as the "Software Opportunity Market Cluster" in efforts to promote business development compatible, and in parallel, with workload competition activities.

Residential and Community Support District

nunity Area s a mix of , Open Space, e, Education/ d Community rt u

The Residential and Community Support District of the proposed SPA Zoning Ordinance encompasses the entire Community Area delineated in the Conceptual General Reuse Plan. Within the Residential and Community Support Area, the Refined Reuse Plan illustrates acceptance, or potential for acceptance, of all reuse requests received to date. These requests specify reuse of existing residential (both single-family and dormitory), retail/commercial (Commissary, BX, service station, and Federal Credit Union), education/training (pre-school and library facilities), and recreational (Freedom Park, Talbot Sports Center) resources. Office use is shown on two sites specified in the requests of the Commissary Service and local law enforcement agencies. All of these uses are consistent with the Conceptual General Reuse Plan and the draft language of the SPA Zoning Ordinance.

Lands within the Residential and Community Support District which have not been identified for specific uses in the requests received to date are designated as "Community Support" in the Refined Reuse Plan. These include facilities identified in the "Conference Center Opportunity Market Cluster". As more detailed reuse and development/commercialization proceeds, specific uses for these areas will

SATELLITE PROPERTIES

Capehart Housing Area

The Refined Reuse Plan for the Capehart Housing Area illustrates acceptance and implementation of the federal and local agency use requests received for property. These requests take full advantage of existing facilities and propose the continuation of existing uses. In the event that any of the agency requests are not carried forward by the requesting agency as planning proceeds, the land and facilities involved will be brought within the County's EDC request and existing uses will also be continued.

Camp Kohler

Acceptance of continuing federal use of this property, as requested by the FAA, is proposed by the Refined Reuse Plan. In the event that the federal request in not carried forward by the FAA, the Camp Kohler property would most likely be brought under the County's EDC request and reused consistent with existing General Plan land use designations and zoning.

Sacramento River Docks

The Refined Reuse Plan does not identify specific recommendations on reuse for this property at this time. As noted previously, the entire River Docks property has been requested as a Recreational PBC, while the September 1996 Conceptual General Reuse Plan calls for the property to remain as an industrial or commercial use. Continuing discussion is required to determine the future reuse of this site.

Property Conveyance Strategy

OVERVIEW

One of the key elements of the McClellan reuse planning process is the determination of how property will ultimately be transferred from the Air Force to entities that will reuse the property. As noted in Section 4.5 (the Refined Land Use Plan), all of the property requests and requirements currently under consideration appear feasible from the standpoint of land use planning and facility availability (although end user implementation and financial feasibility have yet to be demonstrated in some cases). This Chapter describes the property disposal mechanisms and conveyance strategy for McClellan as they are currently defined. These mechanisms, and the County's reuse and conveyance strategy, are consistent with federal military base property conveyance requirements and reflect the reuse planning directions described in previous chapters.

Requests for property transfer at McClellan have primarily involved federal agencies, homeless assistance providers, and local government agencies. The only exception to date has been a negotiated sale request from SAFE Federal Credit Union. Section 5.1 provides a description of the regulatory requirements and processes employed to screen property requests, as well as an overview of each request program currently under consideration.

The primary mechanism for property transfer/conveyance at McClellan is expected to be an Economic Development Conveyance (EDC) to the County. The County's EDC strategy and application is currently being prepared to include all land and facilities not otherwise requested and recommended for direct transfer to federal, homeless assistance, or state/local government entities. The EDC strategy is also being structured as a phased conveyance, with initial priority placed on early conveyance of crucial land and facilities necessary for accomplishing the DOD workload (based on a local victory in the public/private competition) and supporting associated commercialization efforts.

The recommended conveyance strategy outlined in Section 5.2 specifically focuses on supporting the expedient and effective transfer for property required for the initial EDC phase. In this regard, conveyance recommendations are structured to place high priority on Workload Competition and BOI Coalition requirements.

5.1 Property Transfer Requests & Requirements

process. As noted in Chapter 4, each of these requests can be accommodated in a manner consistent with the current Reuse Plan. In terms of formal land transfer/conveyance mechanisms, two methods are available under current regulations: [1] direct federal-to-federal title transfer, or [2] DOD title transfer to the County (e.g., through an EDC) with a subsequent leaseback to the requesting federal agency.

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At this point in time, the County is focusing on the latter mechanism as the preferred approach. In the case of a federal to federal transfer, title to the land would pass directly to the requesting federal agency. If that agency determined that it did not need the land in the future, another formal federal property disposal process would be triggered. Under the leaseback scenario, DOD would transfer ownership of the properties in question directly to the County, which would then lease these properties to the requesting federal agencies at no cost. Although the County would hold title to these properties, the terms of the leaseback arrangement would generally give the federal agency lessee rights very closely akin to those associated with property ownership. However, given the County's ownership of these properties, termination or non-renewal of the lease by the federal agency tenant would not trigger a federal property disposal action since the County would already have ownership of the property in question.

HOMELESS ASSISTANCE CONVEYANCE REQUESTS

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 requires the LRA to accommodate the needs of the homeless at closing military bases. The Redevelopment Act, which supersedes the Stuart B. McKinney Act of 1987, allows local communities the discretion to determine how the homeless should be accommodated in a manner that provides a balance between their needs and the needs for economic development. Involved property is to be provided to homeless assistance providers at no cost, although it can be "leased" rather than given to the providers through title transfer.

In cooperation with the local HUD field office, the LRA (through the County Department of Human Assistance [DHA]), has implemented an outreach program to local homeless assistance providers. The 90-day homeless property screening process closed on October 18, 1996. Eight proposals from homeless assistance providers were received and reviewed by LRA/DHA with community input from the Planning Team Homeless Assistance Evaluation Committee. In March 1997, this Committee recommended to the LRA that four of the original eight proposals receive further consideration. In some cases the committee recommended modification of the requests (either in terms of facilities or conveyance mechanisms). The LRA and DHA are currently soliciting additional information on these proposals from their sponsors. These four proposals, their sponsors and relative Planning Team recommendations are summarized as

y is currently four homeless e conveyance nvolving Base perty.

These facility requests would expand their capabilities to provide housing, job training, administrative, and warehouse support services for the region's homeless population. Since the location of these requests was not formally specified. placeholders for these requests have been assigned in the Wherry housing area (50 units housing), Building 250J (administrative/classroom), and Building 625C (warehouse) until final location determinations are made. Related to these requests, the evaluation committee recommended that the administrative/ classroom and warehouse space request be accommodated through leaseback from the LRA (through and EDC) rather than direct property transfer.

Sacramento Cottage Housing, Inc.: Sacramento Cottage Housing, a non-profit homeless assistance provider serving the Sacramento region, has requested Buildings 87, 89, and 90 for homeless transitional housing, and the pizzeria restaurant (Building 560) for food services. Regarding this request, the Planning Team subcommittee noted that the transitional housing component could be more appropriately accommodated in other facilities that those requested. Therefore, the Cottage Housing request was approved in concept only.

Sacramento Food Bank Services (SFBS): The primary mission of SFBS is to assist those in need in the Sacramento region through the provision of food, shelter, education, and counseling services with the ultimate goal of fostering self-sufficiency and financial independence. The SFBS is making its property requests at McClellan on behalf of its Havens Transitional Living program, which among other services, provides job training and employment services for the homeless. SFBS's intention is to convert 50,000 sqft of McClellan warehousing space into a trade school with the goal of training a minimum of 50 homeless individuals a year. Since the specific location for this warehousing space has not yet been formally identified by SFBS, a placeholder, representing this request, has been assigned to Building 625D until a final location is determined.

Wind Youth Center for Homeless Kids: The Wind Youth Center has made several requests for property and facilities at the Capehart Housing Area. These include six housing units, the Teen Center (Building 518), the baseball/soccer field adjacent to the Teen Center, and the shoppette across from the Teen Center. In the course of reviewing these requests, all but the request for the housing units were disapproved by the evaluation committee. The evaluation committee recommended that only four of the six housing units, to be accommodated in two duplex structures, receive further consideration by the LRA. The committee felt that the requests for the other properties would not benefit community development and that these properties should be made available to the community at large.

As noted in Chapter 1, part of the homeless assistance conveyance process requires the providers to demonstrate the financial resources to accomplish the

PUBLIC BENEFIT CONVEYANCE (PBC) REQUESTS

State and local government agencies and nonprofit institutions that serve a specific public purpose can receive property at no cost or at a discounted price through the Public Benefit Conveyance process. Uses eligible for PBCs include:

- education;
- public park or recreation area;
- wildlife conservation;
- protection of public health (including research and drug rehabilitation);
- correctional facility use;
- public airport use;
- federal aid and certain other highways;
- widening of highways, streets, and alleys;
- historic monument; and/or
- negotiated sales to public bodies for use for public purposes.

The PBC property screening period at McClellan closed on October 6, 1996. Proposals received are currently under review by the LRA with assistance from the Planning Team. PBCs approved by the LRA will be recommended to the Air Force for final review as part of its Reuse Plan review and ROD process.

The current status of PBC requests is discussed under the following PBC track headings: Education, Recreation, and Public Health and Safety.

Educational PBC Requests

tional PBC pro- ing a variety of al needs from o adult training y under consid- the County.

The educational component of the PBC process involves six state and local agencies which serve a variety of educational needs from pre-school to adult education and training. Over the course of this process, these agencies have worked together to develop a shared vision, consistent with that defined in this Refined Reuse Plan, which promotes a strong educational presence at McClellan in the 21st century. A description of these agencies and their PBC requests follows.

California Department of Education: The Food Distribution Program of this agency receives and distributes 75,000,000 pounds of surplus commodities to 1,900 different nonprofit organizations across the state, providing an average of 4,000,000 meals daily to school children and needy adults. This Program requests general warehousing and refrigerated warehousing space on the Main

Center Union School District: This County school district serves 5,500 elementary, junior high, and high school students at seven campuses. The District also supervises Project Pipeline, a three stage program designed to bring qualified teachers from underrepresented minorities into California schools. The District would like to consolidate its food services and administrative activities on the Main Installation and also have access to some of its recreational facilities. Additionally, the District requests office and training space in Building 250HH on the Main Installation and 363 housing units in the Capehart Housing Area to expand its Project Pipeline program.

Grant Joint Union High School: This County school district serves 11,000 junior high and high school students on thirteen campuses. The District supports several student and adult education programs intended to facilitate the success of students moving into college and/or careers. The District would like to consolidate its administrative (Bldgs. 3, 7, 10), warehousing (Bldg. 625A&B), and transportation facilities on the Main Installation. Additionally, the District would like to expand its Creative Learning Center program, a continuing high school education center, and develop appropriate vocational/technological/career training with future McClellan Industrial Park activities (Bldgs. 429, 628).

Los Rios Community College District: This Community College District serves an area of 2,400 square miles with a population of 1.8 million people through three main campuses and a variety of satellite facilities in Sacramento, Yolo, El Dorado, and Placer Counties. There are currently 53,000 credit students and 20,000 students in non-credit community services classes in the District. The District would like to create an educational training center in Building 8 on the Main Installation which would offer a variety of programs including public safety and fire training, teacher training, and computer training. Additionally, the District would like to consolidate its building maintenance/support/warehouse facilities in Buildings 11, 22, 23, 24, 25, 53, 54, and 250I.

Rio Linda Union School District: This District serves 10,500 elementary and junior high students on 21 campuses in the communities of Rio Linda, North Highlands, and Foothill Farms. It also provides a pre-school center for students not only from Rio Linda, but also from neighboring school districts. The District would like to move its pre-school center on the Main Installation and expand its education and child-care programs (Bldg. 1412). Additionally, the District would like to consolidate some of its administrative and training facilities on-site (Bldg. 1407).

Sacramento County Office of Education: This agency not only serves Sacramento County schools, but also acts as a regional center for a variety of technology and educator training programs that serve neighboring counties. The Regional Occupational Program administered by this agency has 75 workforce preparation programs serving 13,000 students in ten districts across four coun-

Recreational PBC Requests

of the Base's al facilities have equested for ational PBC.

North Highlands, Rio-Linda-Elverta, and Arcade Creek Recreation and Parks Districts: These three Districts, which serve communities surrounding the Base, have requested the Talbot Sports Center (Bldg. 1438), associated outdoor recreation facilities near Building 1438 (i.e. tennis courts, softball fields, etc.), and the bowling alley (Bldg. 1410). These facilities would primarily be used for community recreational purposes. Additionally, this coalition has requested the Youth Center/ Gymnasium and Lawrence Links Golf Course at Capehart Housing for similar uses. The golf course would be operated by a contractor hired by these Districts.

Sacramento Department of Parks and Recreation: The Department of Parks and Recreation has requested the entire two acre Sacramento River Docks property for use as a waterfront recreation area.

Public Health and Safety PBC Requests

y is currently Public Health/ proposals for a re and rescue center and a enforcement raining center.

Joint County/City Law Enforcement and Safety Training Center: The County and City are currently pursuing the development of a joint County/City Law Enforcement and Safety Training Center which would include, among other uses, an Emergency Vehicle Obstacle Course (EVOC), tactical and operation training facilities, and supporting administrative uses. The requested EVOC site is located in the far western portion of the Base, near the ordnance storage bunkers and wetlands area with the fire range and supporting facilities (Buildings 710 and 712) are located just east of the proposed EVOC site. The K-9 dog training/obstacle course is located just northeast of Freedom Park in the far eastern portion of the Base. Buildings 684, 686, Rafferty Hall (Building 1403), and the Base theater (Bldg. 1417) have also been requested for use in training and administrative support activities.

Joint Regional Fire and Rescue Training Center: This Training Center is envisioned to serve as the major fire and rescue training center for the Sacramento region and be used by a variety of local, regional, state, and federal public safety agencies and service providers. Training activities proposed for this Center include urban search and rescue, hazardous materials handling, and aircraft crash simulation. The proposed location of this Training Center is in the west-central portion of the Base between the wetlands/ordnance storage bunkers and the airfield.

County of Sacramento Sheriff's Department: The Sheriff's Department has requested Building 948 for use as administrative support and service facility for its law enforcement activities.

NEGOTIATED SALE

ECONOMIC DEVELOPMENT CONVEYANCE

The Economic Development Conveyance (EDC) mechanism allows LRAs to request property, at or below fair market value, specifically for economic development purposes. This mechanism provides communities with more flexibility and local control over development than was possible under the previous regulatory framework. Under an EDC, the LRA can hold and manage the property over the long-term or sell the property and retain the proceeds to finance infrastructure and other improvements necessary to support future development. The ability to control these real property interests and to benefit locally from any market transactions creates a powerful mechanism for local communities to proactively support economic development and job generating activities that replace the economic benefits to the local economy lost through the base closure process. However, the LRA must share any net proceeds from real estate transactions, after subtracting the costs of infrastructure improvements, with DOD. To obtain this property through an EDC, the County must submit an EDC application to the Air Force which includes a detailed business plan. The business plan must include a financial analysis of the costs and revenues related to redevelopment.

The EDC mechanism is specifically designed to promote early job creation and economic development opportunities. The flexibility of an EDC makes it an ideal tool to assist the County in the competition to privatize the Air Force workload at McClellan. Additionally, the EDC can accommodate private, public, and nonprofit property requests which may not be appropriate or eligible for a PBC (such as some public safety requests), but who should be given access to property at the Base under favorable lease terms because they can contribute to job creation and economic vitality.

' mechanism's nakes it an ideal the County to : DOD workload ration goals.

The EDC will allow the County to fully leverage the value of all development opportunities necessary to make McClellan viable for long-term reuse. The property conveyed through the EDC will present a significant resource to the County in terms of providing a mechanism for financing necessary infrastructure improvements. With limited financial resources available from the federal, state, and local governments, the County will need to utilize the revenue stream it can generate from privatization contractors, leases, property sales, and tax increment (subject to approval of a Redevelopment Area), to raise capital for code compliance, building upgrades, demolition, and other activities needed to make McClellan appealing to the civilian sector.

ıechanism will County to fully he value of all ıt opportunities ıry to make ıiable for long- ı re.

The following discussion summarizes property requests and requirements which will be included in the County's EDC strategy.

Other Property Requests

In addition to the property screening requests outlined above, there are several

Public Benefit Conveyance. With the exception of the SAFE Federal Credit Union negotiated sale request, all of the following property requests will most likely be accommodated through the EDC process. This will provide the County a high degree of flexibility and discretion in pursuing its reuse objectives.

ion-property requests will be ated through the process.

County/City of Sacramento Public Works Agencies Joint Request: The County/City Public Works Agencies have expressed interest in obtaining existing Main Installation vehicle maintenance facilities for use as a joint County/City vehicle maintenance facility and corporation yard. This facility would ultimately comprise approximately 110 acres of land area and include vehicle maintenance shops, parts and storage space, a fueling station, and administrative space. This site would primarily be used to maintain and store County/City vehicles, equipment, and supplies.

The Sacramento County Waste Management and Recycling Division (WMRD): This County agency operates the North Area Transfer Station (NATS) located within the Roseville Road parcel across the street from the contiguous Main Installation property. Currently, NATS occupies the eastern 23.5 acres of this site (approximately 50% of the total). This facility operates as a solid waste disposal facility for the County and City of Sacramento. The NATS facility has been slated for major physical improvements which will upgrade its waste receiving infrastructure and expand its recycling collection capabilities. In order to proceed with these improvements, the County WMRD is seeking to acquire the balance of this site, approximately 22 acres, with the exception of Tank Farm Number 8.

Defense Microelectronics Agency (DMEA): DMEA is currently located in Building 618 on the Main Installation and would like to move to Building 620 as part of the reuse process. Although this property request is a federal request, it was not made prior to the federal property screening closing date. DMEA's mission is primarily focused on the design, prototyping, testing, and operation of high technology electronics components and systems.

Technical Operations Division (TOD): TOD is the largest subordinated unit of the Air Force Technical Applications Center. The TOD provides world-wide logistical support operations, with a special focus on aerial sampling operations. The TOD facility at McClellan is located in Building 1080, a state-of-the-art laboratory facility located in the northwest corner of the Main Installation. TOD is requesting the retention of this facility after Base closure. Although this property request is a federal request, it was not made prior to the federal property screening closing date.

Defense Commissary Agency (DeCA): DeCA has formally expressed an interest in locating its regional headquarters in Buildings 949 and 950 on the Main Installation. These facilities are located in the far eastern portion of the Base and would be used as administrative offices to support management and operation of its regional commissaries. Although this property request is a federal request, it was not made prior to the federal property screening closing date.

Privatization and Commercialization Property Requirements

In addition to formal property requests currently under consideration, critical property requirements necessary to support privatization and commercialization efforts have also been identified as part of the reuse planning process. These requirements, outlined below, will also be accommodated through the EDC process.

cal property ıents to support tization and ialization efforts accommodated he EDC process.

Workload Competition Requirements: These requirements identify facilities and associated property necessary to accomplish the DOD workload. These requirements command the highest priority in the EDC phasing strategy since they are focused on the County's primary economic development goal - retention of McClellan's jobs and economic base. Since the end users of these facilities and their specific use requirements are not known at this time, the EDC phasing strategy must necessarily be an aggressive conveyance strategy which preserves programmatic flexibility for addressing potential Workload Competition needs.

Base Operating Infrastructure Requirements: These requirements include those facilities necessary for the operation and maintenance of the Base's infrastructure systems. Information regarding these requirements is still subject to change pending the on-going BOI Study (scheduled for completion in June 1997) and the results of the Workload Competition (award date in January 1998). These requirements also command high priority in the EDC phasing strategy since they are necessary to support early and expedient privatization and commercialization efforts on the Main Installation.

Commercialization Market Strategy Requirements: These requirements identify key non-competition facilities necessary to support focused commercialization marketing efforts at McClellan. This Market Strategy, prepared by Bay Area Economics for the County, identifies opportunities to maximize near-term leasing commercialization opportunities on the Base as it transitions from military to civilian use.

5.2 Conveyance Strategy Recommendations

A reuse plan is the opportunity for the Local Redevelopment Authority (in this case Sacramento County) to determine the broad land use plan and reuse program for closing military facilities. An important consideration in the closure process is the precise procedure the military will use to transfer property subject to BRAC decisions. Section 5.2 is intended to represent the recommendations of the County to the Air Force in developing its ROD for disposal of property at McClellan Air Force Base. These recommendations outline property parcelizations and users, and recommended property disposal mechanisms that are

ECONOMIC DEVELOPMENT CONVEYANCE (EDC)

In order to best implement its Reuse Plan for McClellan, the County is focusing its property conveyance strategy on the EDC mechanism and is currently in the process of preparing its application to the Air Force. The Air Force, through its ROD, will be the ultimate decision-maker on this application and all other property transfer recommendations included in the Reuse Plan. This EDC-based strategy represents the County's recommendation to best balance the goals and objectives of the Reuse Plan and equitably serve the interests of the local community, Air Force, and all other interested parties. Though the bulk of the land at McClellan will be conveyed through the EDC mechanism, the County has made every effort to accommodate the needs and requests of other federal and local interests for direct transfer of property, as discussed previously.

ty's EDC-based represents its ndations to best euse Plan goals ives and equita- the interests of erned parties.

In order to best support the Workload Competition and commercialization efforts, the County requests that the EDC agreement proceed in phases. The Air Force and County have already agreed to proceed on a fast-track basis to secure a partial ROD and EDC for McClellan's industrial core. As shown on Figure 5-1, this area includes the airfield complex and the areas essential to accomplish the DOD workload.

The Air Force and County will work together to secure a partial EDC and ROD by September 1, 1997 that can be executed if the Workload Competition is awarded to a private bidder using the McClellan facilities in January 1998. The balance of the Base has been divided into three additional EDC parcels that will also be subject to further Air Force – County negotiations after the industrial core conveyance process has been resolved.

FEDERAL USE/RETENTION CONVEYANCES

Property Screening Requests

As described in the previous chapter, a number of federal agencies have requested continued presence at McClellan after Base closure. The County recommends that the following federal uses identified before the federal property screening deadline be included in the Air Force ROD as federal leasebacks. The actual property conveyance will occur as part of the EDC between the Air Force and County with the provision that the County must lease the property to the designated federal agencies under agreed-upon conditions.

Department of Veteran Affairs: It is recommended that the Department of Veteran Affairs request for the Dental Clinic (Building 88) and the associated parking lot west and south of the building be accommodated as a federal lease-back from the County.

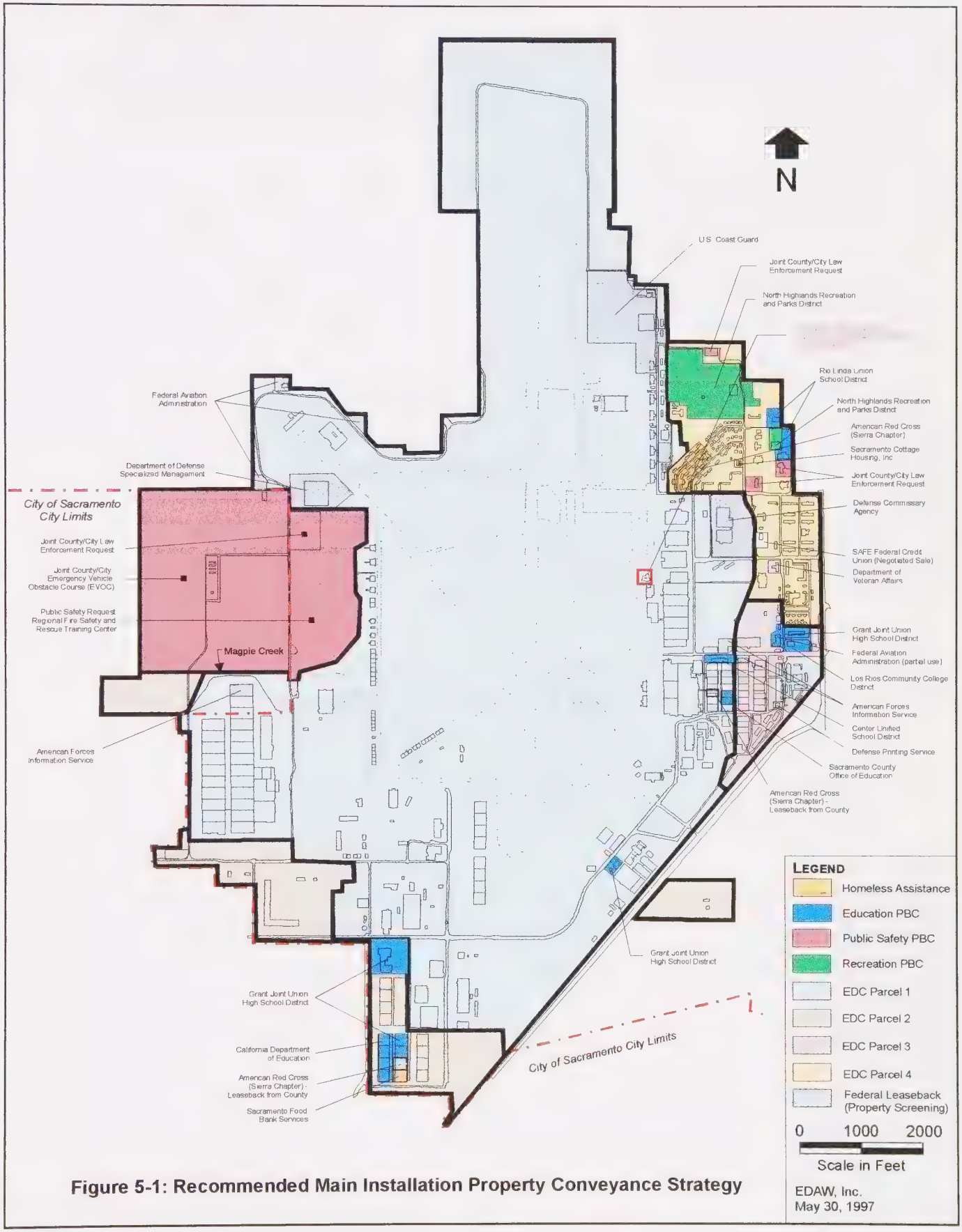

Figure 5-1: Recommended Main Installation Property Conveyance Strategy

American Forces Information Service – Television and Audio Support Activity (TASA): It is recommended that the TASA request for Building 209, Building 783T and the adjacent storage area north of the building be accommodated as a federal leaseback from the County.

Army Air Force Exchange Service: It is recommended that the Army Air Force Exchange Service request for the Base Exchange (Building 911) and adjacent parking areas be accommodated as a federal leaseback from the County.

Defense Commissary Agency (DeCA): It is recommended that the DeCA request for the Commissary (Building 910) and adjacent parking areas be accommodated as a federal leaseback from the County.

Federal Aviation Administration (FAA): It is recommended that the FAA request for required areas of Building 7 (i.e., the Mode S Calibrate Performance Monitor Equipment Room and the Microwave Antenna Tower on the roof of the building) and airfield radar sites (Buildings 1085, 1091, 1096, 1098 and 1099) on the Main Installation be accommodated as a federal leaseback from the County. Additionally it is recommended that the FAA request for the entire Camp Kohler property be accommodated as a federal leaseback from the County.

U.S. Coast Guard: It is recommended that the Coast Guard request for Buildings 1033, 1100, 1102, 1108 and related airfield MAT and parking areas be accommodated as a federal leaseback from the County.

Defense Printing Service: It is recommended that the Defense Printing Service request for Building 29 be accommodated as a federal leaseback from the County.

Department of Defense Specialized Management: It is recommended that the DOD Specialized Management request for Building 1069 and the associated parking area be accommodated as a federal leaseback from the County.

Other Federal Requests

In addition to federal property requests received before the federal property screening deadline, the LRA has also received several additional requests for McClellan property from federal agencies after this deadline. The County recommends that the following additional federal uses be included in the Air Force ROD as federal leasebacks. The actual property conveyance will occur as part of the EDC between the Air Force and County. Since these requests were received after the federal property screening deadline, the County may have more flexibility and discretion in defining leaseback terms for accommodating these requests.

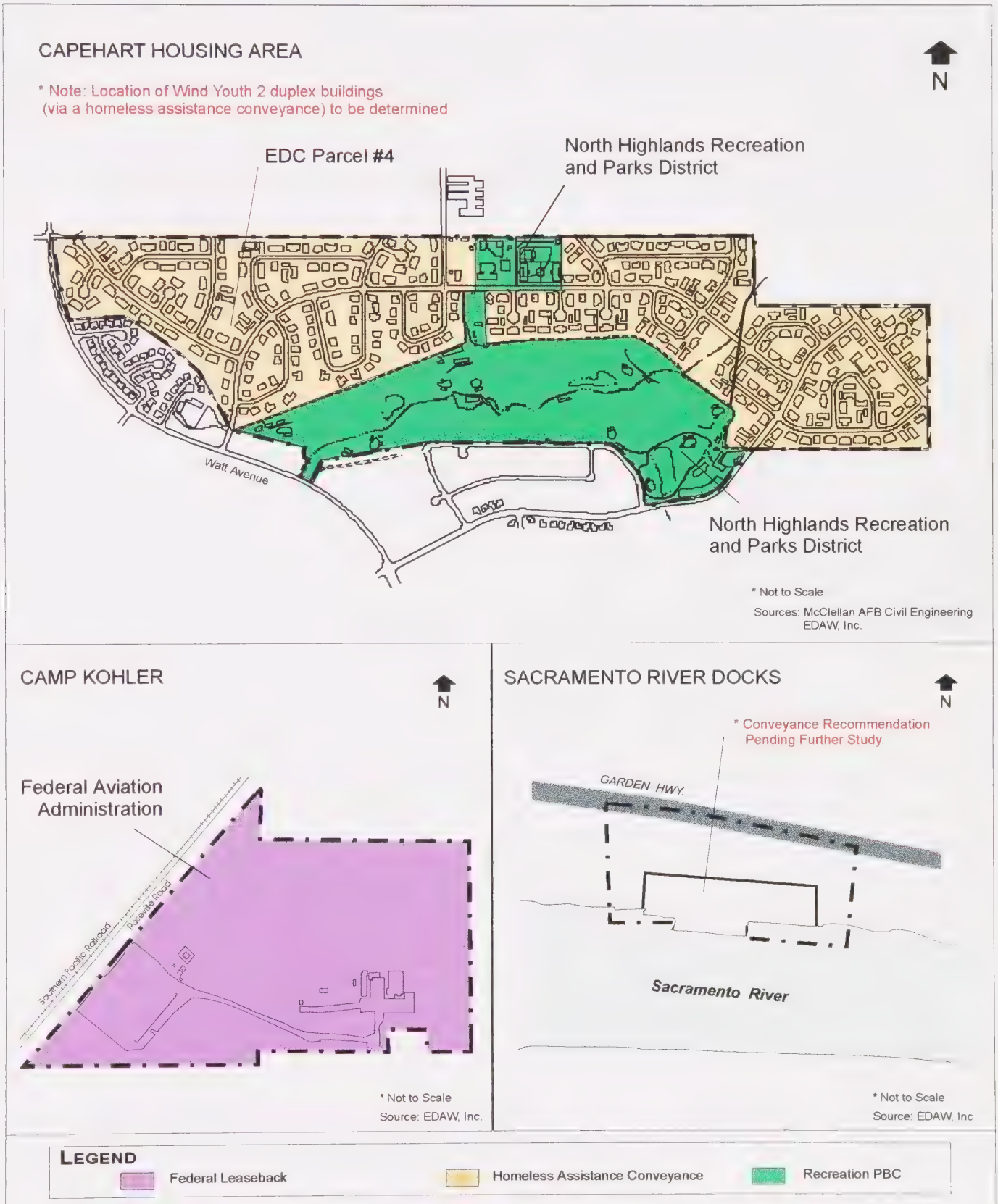

Figure 5-2 Satellite Properties Conveyance Recommendations

Defense Microelectronics Agency (DMEA): It is recommended that the DMEA request for Building 620 and associated parking areas be accommodated as a leaseback from the County.

Air Force Technical Operations Division (TOD): It is recommended that the TOD request for Building 1080 and associated parking areas be accommodated as a leaseback from the County.

HOMELESS ASSISTANCE CONVEYANCES

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 requires the LRA to accommodate the needs of the homeless at closing military installations. The Redevelopment Act allows local communities the discretion to determine how the homeless should be accommodated in a manner that provides a balance between their needs and the needs for economic development. Involved property is to be provided to the homeless assistance providers at no cost, although it can be "leased" rather than given to the providers through title transfer. It is the recommendation of the County that the following homeless assistance uses be included in the Air Force ROD (through either direct title conveyance or no cost leaseback from the LRA):

American Red Cross, Sierra Chapter: It is recommended that the American Red Cross request for 50 units of housing in the Wherry housing area (or equivalent) (as shown in Figure 5-1) be accommodated as a homeless assistance conveyance. Regarding the request for 10,000 square feet of administrative/classroom and warehouse space, it is recommended that these uses be accommodated in Building 250J (or equivalent) and Building 625C (or equivalent) respectively and that they be implemented through leaseback from the LRA via an EDC.

Sacramento Cottage Housing, Inc.: It is recommended that Sacramento Cottage Housing request for the pizzeria restaurant (Building 560) be accommodated as a homeless assistance conveyance. Additionally, it is recommended that the request for dormitory housing facilities be approved in concept, but that this request be accommodated in facilities other than Buildings 87, 89 and 90. Further study and discussion with Sacramento Cottage Housing is recommended to identify other suitable facilities for this request.

Sacramento Food Bank Services (SFBS): It is recommended that the SFBS request for Building 625D (or equivalent) be accommodated as a homeless assistance conveyance to be implemented as a leaseback from the LRA.

Wind Youth Center for Homeless Kids: It is recommended that the Wind Youth Center request for housing be accommodated in two duplex buildings

PUBLIC BENEFIT CONVEYANCES

Educational PBCs

It is recommended that all of the following property transfers occur via the educational Public Benefit Conveyance mechanism through the sponsorship of the Department of Education.

California Department of Education: It is recommended the Department of Education request for 160,000 sqft of warehouse space in Buildings 627 (or equivalent) and 20,000 sqft. of associated truck parking space be accommodated as a PBC.

Center Union School District: It is recommended that the District request for Building 250HH for administrative uses be accommodated as a PBC. It is recommended that the District's request for 363 units of Capehart housing be not approved and that this housing instead be included in the County's EDC request to be reused in a manner consistent with its stated Reuse Plan housing goals and objectives.

Grant Joint Union High School: It is recommended that the District request for Buildings 3, 7, and 10 for administrative uses, Buildings 625 A & B for warehousing (or equivalent), and Buildings 429 and 628 for vocational/career training use (in conjunction with future McClellan Industrial Park activities) be accommodated as a PBC.

Los Rios Community College District: It is recommended that the Los Rios Community College District request for Building 8 to create an educational training center be accommodated as a PBC. It is recommended that the request for the building maintenance facilities (Bldgs. 11, 22-25, 53, 54, and 250I) be approved in concept and that the District pursue a joint use/shared use arrangement for these facilities with the BOI Coalition or request comparable facilities elsewhere on the Base. If these facilities are ultimately found not to be necessary for BOI purposes, it is recommended that they be transferred to the District as a PBC or under terms equivalent to a those of a PBC.

Rio Linda Union School District: It is recommended that the Rio Linda District request for Building 1412 for use as a pre-school and child-care center, and Building 1407 for use as a training facility be accommodated as a PBC.

Sacramento County Office of Education: It is recommended that the County Office of Education request for Bays E and F in Building 250 for training/education uses be accommodated as a PBC.

Recreational PBCs

the District be conveyed the Youth Center/Gymnasium, and supporting outdoor facilities, and the Lawrence Links Golf Course in Capehart Housing Area.

City of Sacramento Department of Parks and Recreation: It is recommended that the request for the two-acre Sacramento River Docks property for use as a waterfront recreation area not be approved pending further study and consultation with the City of Sacramento. It is recommended that commercial/industrial uses, as proposed in the Conceptual General Reuse Plan, be further evaluated in more detail with the City before a final determination is made on this property. In this regard the County will make a conveyance recommendation for this property it its Final Reuse Plan.

Public Health and Safety PBCs

Joint County/City Law Enforcement and Safety Training Center: It is recommended that the County/City Law Enforcement request for the area located in the far western portion of the Base, near the ordnance storage bunkers and wetlands area, to develop an EVOC facility; the firing range facilities (Buildings 710, 712 and surrounding property) (see Figure 5-1); Building 1445 and the K-9 obstacle course; and Rafferty Hall (Building 1403) for law enforcement and training uses be accommodated as a PBC. It is also recommended that the request for Buildings 684 and 686 be included in the County's EDC request and that the Law Enforcement Center concept for these facilities be further studied and considered after the Workload Competition is concluded. It is recommended that a final determination regarding this request be made as part of the Final Reuse Plan process.

Approval for the EVOC request is contingent on demonstration that prior to construction [1] wetland and other significant biological resources on the proposed site will be protected or replaced according to the mitigation measures defined in the EIS/EIR; and [2] noise impacts on surrounding, off-base land uses will not be significant.

County of Sacramento Sheriff's Department: It is recommended that the Sheriff's Department request be approved in concept and that further study take place to solidify a specific facility for this request. Current candidates for accommodating this request include Buildings 943 and 948.

Joint Regional Fire and Rescue Training Center: It is recommended that the Regional Fire and Rescue Training request for the west-central portion of the Base between the wetlands/ordnance storage bunkers and the airfield (see Figure 5-1) for development of a fire and rescue training center be accommodated as a PBC.

OTHER PROPERTY REQUESTS

In addition to property requests outlined previously in this section, there are several additional property requests currently under consideration by the County where the actual property conveyance will occur as part of the EDC between the Air Force and County. The County will have discretion on how these requests will ultimately be accommodated (i.e. lease, title transfer, etc.).

Joint County/City Public Works Agencies: Approval of the request for property and facilities for a Vehicle Maintenance and Corporation Yard is made [1] only to the extent that, as ultimately defined, it does not conflict with the Workload Competition or BOI requirements, and [2] subject to the confirmation of the availability of the Roseville Gate as the primary access or other demonstration that this use will not result in adverse traffic consequences for surrounding portions of the Base.

Sacramento County Waste Management and Recycling Division: Approval of this request for expansion of the North Area Transfer Station is made with the understanding that this expansion will not contribute to visual blight along Roseville Road and will occur with sensitivity to nearby uses.

IMPLEMENTATION STRATEGY

OVERVIEW

There are numerous activities currently underway to implement this Reuse Plan and support reuse/redevelopment efforts for McClellan. Major efforts currently in progress include:

- Workload Competition Support
- EIR/EIS
- SPA Zoning Ordinance
- BOI Coalition
- EDC Application
- Final Reuse Plan
- Marketing Strategy

6.1 STATUS OF REUSE EFFORTS

WORKLOAD COMPETITION SUPPORT

s working with evelop strong, sumittals for l Competition.

Because of the early reuse opportunity it represents, the most critical area of effort to support reuse at McClellan is the Workload Competition. A private bidder winning the competition and retaining the DOD Workload at McClellan would result in the early transfer of jobs and Base property and serve as a foundation for early reuse. The County, led by the Department of Military Base Conversion, is working with Boeing, Inc. and the AAI Corporation to develop strong, risk-free, bid submittals for the Workload Competition. Competition bids are due in September 1997. The County is working with the bidders to develop service transition plans, obtain certificates of occupancy, develop incentive packages, and lease agreements with the private competitors.

The County is working to develop a Letter of Intent with each competitor that will outline their relationship with the County regarding facilities and provision of services. Currently, infrastructure and services are being studied by the Base Operating Infrastructure (BOI) Coalition led by Boeing North American Services Incorporated (BNASI).

within the County's jurisdiction. The preliminary draft SPA reflects the uses and intent of the Conceptual General Reuse Plan and is currently under consideration by the County. The SPA Zoning Ordinance is scheduled to be presented to the County Board of Supervisors along with the Final EIS/EIR in August 1997.

EIS/EIR

A programmatic EIS/EIR is being jointly prepared by the Air Force under federal (NEPA) requirements and the County under State of California (CEQA) requirements. The EIS/EIR (draft published in March 1997) evaluates the Conceptual General Reuse Plan and the draft SPA Zoning Ordinance as the "Proposed Action." Completion of the EIS/EIR process (targeted for August 1997) is necessary for: [1] the Air Force to issue a Record of Decision (ROD) approving the County's land use and property disposition strategy, and [2] the County to approve any major reuse activities at the Base. Both of these actions are needed to place the County in a position to move expeditiously to accommodate the DOD workload after the competition is awarded in January 1998.

BOI COALITION

The operation of the infrastructure and services at closing military bases often represents the largest challenge for civilian reuse. In order to meet this challenge, the County has established a goal of early and pragmatic infrastructure transition planning. The County has selected a team comprised of service providers who are likely to operate McClellan infrastructure systems and assist in the early transitioning of these systems and services to civilian operation and control. Currently, infrastructure and services are being studied by the BOI Coalition led by BNASI. The County distributed a Request for Qualifications (RFQ) to study the feasibility of transition of infrastructure and services at McClellan. The RFQ included the option for the County to negotiate with the awardee (BNASI) to provide BOI services for McClellan.

' Coalition is f infrastructure viders likely to McClellan ture systems se of the Base.

BNASI is in the process of developing transition plans to support the Workload Competition. The BOI Coalition has been instructed to provide a comprehensive plan for all necessary services required for McClellan tenants and operators. This direction includes the assumption of no public subsidy from the County to the BOI Coalition. Additionally, the County and BNASI are currently in discussions with the Air Force to assume the role of service provider at McClellan. Using a Cooperative Agreement mechanism, the BOI Coalition could begin operation of some systems and services as early as Fall 1997.

alition could vidir me re se ces as Fall 1997.

EDC APPLICATION

C application is ' for submittal to Force by August 1997.

a phased transfer of properties to the County, with the first phase including lands and facilities critical to support the DOD workload and associated near-term commercial activities. The County is currently in discussions with the Air Force to develop mutually acceptable EDC business terms. The EDC application is targeted for completion and submittal to the Air Force by August 1997.

Due to the importance of the property transition to both the Air Force and the County, a framework has been developed to help facilitate the EDC negotiations. This framework includes the following principles:

- The EDC and the related Air Force property transfer ROD will be contingent upon the results of the Workload Competition.
- The EDC and ROD will be phased to allow for early access to areas essential to implement the DOD workload, but will culminate in a single comprehensive ROD and EDC.
- Positive and negative valuations associated with specific property transactions will ultimately be aggregated into a comprehensive EDC valuation.
- A business valuation or income stream/cash flow approach to the EDC will be taken.
- Supporting transactional documents, including a Lease in Furtherance of Conveyance, will be prepared by a special attorneys' working group co-chaired by the Air Force and County counsel.

FINAL REUSE PLAN

euse Plan will ilable after the f the Workload in early 1998.

The Refined Reuse Plan will serve as the County's direction to the Air Force to indicate the local preference in future land use and property conveyance. After resolution of the Workload Competition, the County will prepare a Final Reuse Plan to reflect the outcome of the competition. This Final Reuse Plan will become available in early 1998.

6.2 Marketing Strategy

Sacramento County has made facilitation of the successful outcome of the Workload Competition its highest near-term priority. Yet, McClellan contains many other assets that have high potential for near-term reuse that do not affect the competition. These assets can be used to meet immediate goals of the County (i.e., maximize near-term opportunities, job generation and revenue creation

rket sters have entified for near- mmercialization eting efforts.

Top priority Buildings have been identified that may be available in the near-term and would be considered attractive to the private sector. These buildings have been organized into Marketing Clusters based on their geographical proximity and functional usage. These Marketing Clusters are key to creating a sense of location and image in manageable increments of space at McClellan. Four clusters have been identified and are shown on Figure 6-1. These cluster are organized along the following uses:

- Microelectronics
- Software
- Conference Center
- Warehouse Complex

To assist in pursuing these opportunities, the County, in conjunction with the McClellan Action Team, has developed an Immediate Marketing and Leasing Strategy document (see Appendix A). This document provides specific recommendations for marketing each cluster and general leasing and marketing strategies for 1997. These recommendations include:

- Comprehensive contact management;
- Support of employee-owned business formation;
- Leasing and marketing coordination;
- Develop a 1997 promotional campaign;
- Develop collateral material; and
- Integrate cluster areas through subsequent physical planning.

The Immediate Marketing and Leasing Strategy provides detailed guidance to implement these recommendations and should be considered an attachment to this Implementation Strategy of the Refined Reuse Plan.

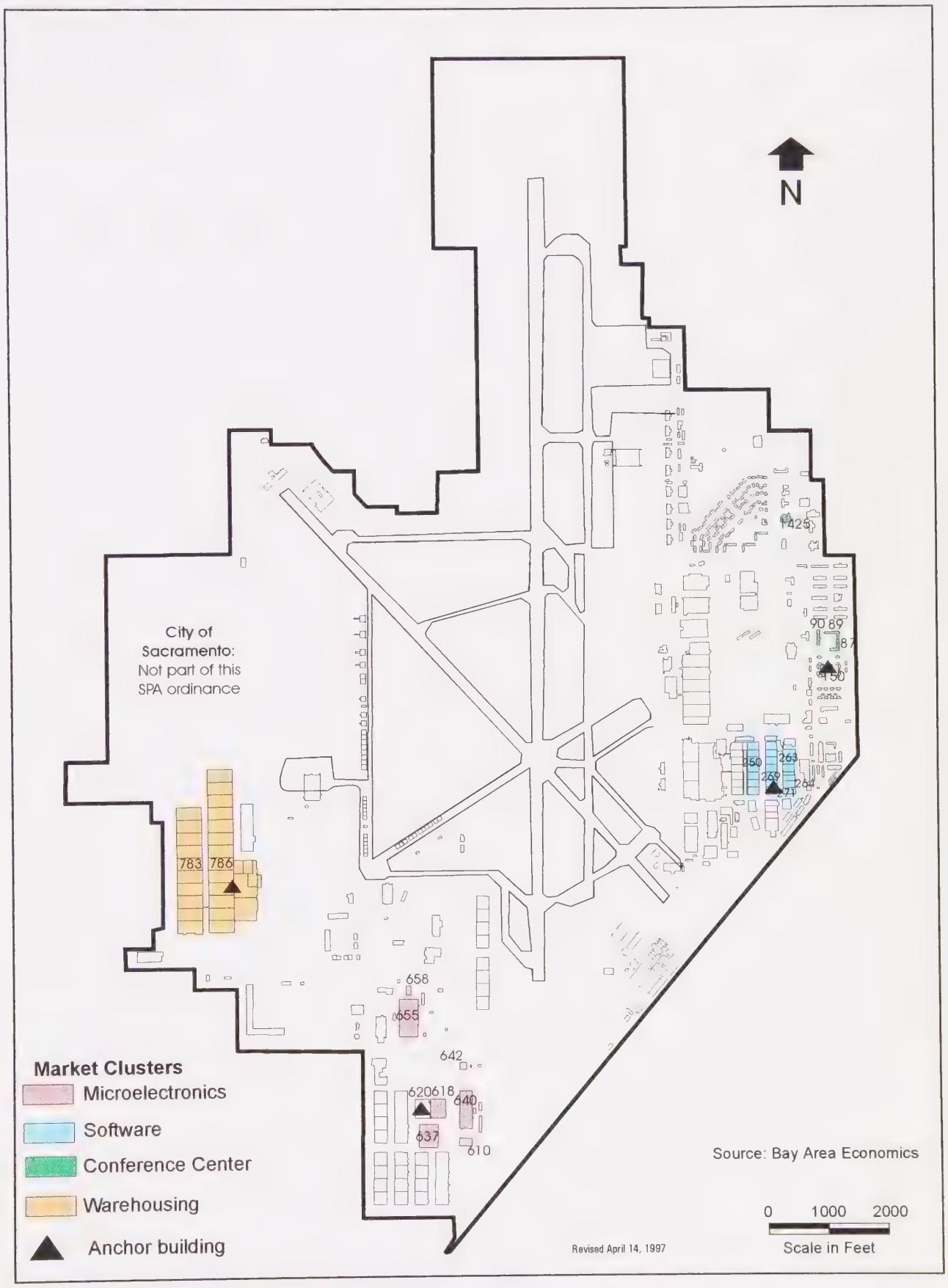

Figure 6-1: McClellan Technology Center Near Term Leasing Strategy

Glossary of Terms

Base Operating Infrastructure (BOI) - McClellan property and facilities necessary to operate and maintain the Base's infrastructure systems.

Conceptual General Reuse Plan - Plan approved by the County Board of Supervisors in September 1996 which provides a conceptual land use strategy for the development and reuse of McClellan AFB.

County - County of Sacramento

DOD Workload - That portion of McClellan's existing military workload which is subject to the Workload Competition.

Economic Development Conveyance (EDC) - a property transfer mechanism whereby property is conveyed to the LRA by negotiated sale for economic development purposes.

Homeless Assistance Conveyance - a property transfer mechanism whereby property may be conveyed to eligible homeless assistance service providers for at no cost.

Local Redevelopment Authority (LRA) - The entity charged with formulating a Reuse Plan. For McClellan, the LRA is the Sacramento County Board of Supervisors.

Main Installation - The contiguous 2,856 acre McClellan AFB property located approximately seven miles northeast of downtown Sacramento and bounded by the City of Sacramento on the west and south, the community of North Highlands on the east, and the community of Rio Linda on the northwest.

Property Screening Requests - Requests emerging from one of the following property screening processes required for closing military installations: federal retention/use, homeless assistance, and public benefit conveyance.

Public Benefit Conveyance (PBC) - a property transfer mechanism whereby property may be conveyed at reduced cost or no cost to eligible public and nonprofit agencies for public benefit purposes.

Record of Decision (ROD) - A public document which details the Air Force's final property disposal decision for McClellan properties.

Satellite Properties - Real properties not included within the boundaries of the Main Installation. These properties are: Capehart Housing Area, Camp Kohler

REPORT PREPARATION

This document was prepared under contract to and on behalf of the Sacramento County Department of Military Base Conversion by EDAW, Inc. (San Francisco, California). A list of the document authors and contributors is provided below.

EDAW, Inc. (Primary Author)

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EDAW would also like to recognize the contribution of the following organizations who provided substantive input in the preparation and review of this document:

County of Sacramento

McClellan Business Development Center

McClellan AFB Planning Team

United States Air Force

Appendix A:

Immediate Leasing and Marketing Strategy For Portions of McClellan AFB

B • A • E

Bay Area Economics

IMMEDIATE LEASING
&
MARKETING STRATEGY

FOR PORTIONS OF

McCLELLAN AFB

May 19, 1997

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I. INTRODUCTION

The McClellan Air Force Base, a longtime significant employer of Sacramento County's work force, will cease its operations as an Air Force logistics center in 2001. However, this closure, unlike most military base closures around the U.S., provides the opportunity for a significant amount of the Air Force workload to remain at McClellan through a public/private competition process. The competition, currently underway, involves another Air Force installation and two private company consortiums.

If the Air Force selects one of the private companies as the successful bidder, approximately $220 million per year of airframe maintenance and logistics support workload and approximately 2,500 jobs will remain at McClellan for the period commencing in 1998 and terminating in 2005. However, if the public bidder, Hill Air Force Base, is successful, this workload and the jobs associated with it will experience a phased relocation to Ogden, Utah. The bidding process, currently underway, involves an approximately nine-month re-engineering study by all three bidders, culminating in a proposal for the workload to be submitted in Fall, 1997.

The Sacramento County Department of Military Base Conversion has made facilitation of a successful outcome for the private bidders its highest near-term priority. Yet, McClellan contains approximately 9.0 million square feet of commercial and industrial space, of which roughly 2.9 million square feet has been earmarked by the Air Force as probably needed to serve the workload demands related to the competition. Some portion of the approximately 6.1 million square feet of remaining industrial and commercial space could be marketed in the near term for reuse. It is important to note, however, that these figures form the upper bound of potentially available near-term space; the Air Force will continue to occupy some portion of this total as it transitions towards closure.

In order to fully support the competition process, the County must coordinate its marketing and leasing activities for other parts of the base to "steer clear" of the buildings that will likely be requested by the bidders. Thus, there is an intrinsic challenge at McClellan with respect to immediate leasing goals - to maximize near-term opportunities for immediate leasing, job creation, federal job retention, and revenue creation balanced against the space needs of the Air Force as it transitions out as well as the private bidders' needs for facilities to conduct the workload contract.

This report represents an initial strategy to systematize the immediate leasing and focused marketing efforts for potentially available non-competition buildings at McClellan.

Process to Develop Strategy

This strategy was developed by BAE as part of its larger consulting work for Sacramento County, represented by the LRA at McClellan. BAE followed the steps outlined below to develop the leasing and marketing strategy described in this report:

- Held individual and joint meetings with LRA and Business Development Center (BDC) leasing staff members to discuss leasing/marketing efforts to date.
- Reviewed ACT contact management database entries to determine usefulness of present database.
- Recommended refining ACT database to add field codes so that entries could be sorted by business type, type of inquiry, and status. Subsequently, LRA and BDC refined field code categories and BAE added field codes to database.
- BAE and LRA staff independently selected top priority buildings for immediate leasing focus that are outside the expected workload competition "footprint."
- Held meeting to discuss areas of consensus and develop refined list of top priority buildings.
- Organized top priority buildings into market clusters.
- Researched corresponding commercialization opportunities in each cluster.
- Prepared Immediate Leasing & Marketing Strategy Report.

II. CURRENT LEASING AND MARKETING EFFORTS

Leasing and Marketing Staff

Both the County Department of Military Base Conversion and the Business Development Center are actively engaged in leasing and marketing activities. As the designated LRA, the County Department of Military Base Conversion employs one full time staff member, a Business Development Manager, who is devoted to leasing and marketing. The LRA Business Development Manager handles all incoming inquiries, organizes base and building tours, and assists interested parties in preparing leasing proposal documents for review by the LRA Board.

The Business Development Center (BDC), formed by the Board of Supervisors in 1995 as an arm of the LRA, focuses on employee-owned and small business development and incubation, primarily ventures being formed by current employees of the Air Force at McClellan. The BDC employs a staff of three full time professionals responsible for incoming inquiries, provision of an entrepreneurial training program, and technical assistance for small business formation by McClellan employees (the Workers-to-Owners Program). This latter capacity is staffed by a full time Business Development Specialist; as part of his role, the Development Specialist assists his clients with securing real property for prospective businesses on the base. It is important to note, however, that the BDC mission does not preclude assisting new ventures with off-site facility occupancy.

The two entities engaged in leasing and marketing activities coordinate their work through weekly meetings to discuss active prospects and their site location needs. This coordination greatly contributed to the recent successful interim lease of approximately 4,200 square feet of space to BMI, an electric bus company.

During the course of preparing this draft Strategy, the BDC also has prepared a new Marketing Strategy to align its function more closely with the goals of its new funder, the Sacramento Employment and Training Agency (SETA). This change in orientation will mean that the BDC will focus even more closely on developing new business ventures involving worker retraining and reemployment. The new marketing strategy (see attached) also seeks a closer alignment with LRA activities, and emphasizes a better integration of BDC programs into LRA reuse goals, LRA Web site information, and LRA information distribution.

Current Leasing Activities

The LRA and BDC staff have collectively engaged in the following leasing activities to date:

- Fielding of inquiries from approximately 350 interested companies or individuals.
- Preparation of a leasing proposal and approvals process, including a detailed flow chart and series of documents to flesh out business intent for purposes of Action Team and LRA Board review and endorsement.
- Technical assistance to approximately new ventures and established companies (both BDC and LRA staff) in various stages of lease proposal preparation.
- Successful leasing of 4,200 square feet of space to BMI. The BDC is currently working with BMI to secure additional space to enable growth.

Current Marketing Activities

The LRA and BDC staff have collectively engaged in the following marketing activities to date:

- Preparation of a full-color McClellan Technology Center brochure (in cooperation with the Air Force McClellan Closure Office). Although the brochure has been prepared in draft form, along with graphics, it is awaiting final drafting of a two-page centerfold showing a future conceptual drawing of McClellan as a business park. Funding to print the brochure, estimated at $40,000 to $50,000, has also not been secured.
- Preparation and dissemination of information packets for interested companies (containing background information and lease proposal checklist).
- Participation in the State of California Trade and Commerce Agency's new Defense Facilities Marketing Association, a military base marketing initiative, which will involve a statewide Web page creating an "electronic brochure," cooperative advertising in targeted publications, and guidance for preparing Data Books for each site's use on-site.
- Contact tracking through the Air Force-created ACT contact management software program. However, during the course of preparing this strategy, it should be noted that review of the data contained in the ACT database did not include all contacts made to date, nor did it sufficiently code information to make it useful as a contact management tool. The LRA staff and the BDC have taken initial steps to correct this deficiency by taking responsibility for managing the database and adding refined codes to better track the status of contacts.

- Completed entrepreneurship training for more than 125 participants.
- Assisted in the formation of three employee-owned ventures.
- Speaking engagements to Chambers of Commerce, community groups, and trade organizations.
- Basewide and building-specific tours for brokers, interested companies, and other interested parties.
- Prepared press releases, some of which have resulted in positive news articles in the *Sacramento Bee* and *Sacramento Business Journal*.
- Creation and implementation of the LRA Web Site. This site provides information on BDC programs, LRA activities fostering privatization, contact persons, on-going reuse planning and environmental assessment, and general updates of the reuse effort.

In addition, during its first year of operation, the BDC has been engaged in the following marketing efforts to reach McClellan employees considering formation of employee-owned businesses:

- Placed advertisements/announcements in the *Spacemaker* (McClellan weekly publication).
- Circulated notices on McClellan e-mail.
- Conducted direct mail to employees who have completed SETA's Pre-Business Orientation.
- Distributed brochures with comprehensive training packets put together by the training office. These packets are given to every employee who attends the McClellan training orientation. Approximately 3,000 brochures were distributed this way.
- Provided a detailed program description in the *Transition to Excellence* folder (a.k.a. the *Pathways Guide*). This folder was recently distributed to every employee who received a notice for the Mock RIF.
- Convened an ESOP Conference in February 1996. Over 100 employees attended to hear experts on ESOPs and federal privatization efforts.
- Hosted special lunch-hour meetings in work areas (meeting with small groups of McClellan employees).

III. IMMEDIATE LEASING STRATEGY

Top Priority Buildings

The first step in formulating an Immediate Leasing Strategy was to identify buildings that may be available for lease in the near term and would be considered attractive to the private sector. While McClellan contains numerous office, industrial, and warehouse buildings, many will still be occupied by the Air Force in the near term, while others are likely to be requested by the successful bidder for the DoD workload competition. In addition, requests for buildings under the Public Benefit Conveyance process, which allows local governmental agencies, non-profits, and educational institutions to request facilities for public purposes, are currently in the process of being consolidated into a comprehensive set of conveyance options. Thus, the identification of Top Priority Buildings for immediate leasing targeting was based on eliminating those facilities which are:

- Likely DoD workload competition facilities
- Expected consolidated PBC requests
- Expected consolidated homeless assistance requests
- "Cats and dogs" (i.e., small buildings in scattered locations with limited reuse potential)

Of the buildings remaining after this elimination process, the Top Priority Buildings were then selected based on their geographic proximity to each other, their relationship to remaining Air Force personnel or equipment with commercialization potential, and the age and condition of the buildings. It is important to understand that with respect to building condition, there is limited information available at present; most of it is based on visual observation and outdated Air Force data. Further refinement of the Top Priority Buildings will be required after an evaluation of actual building condition and anticipated building code compliance requirements has been completed (see final chapter for further discussion of next steps).

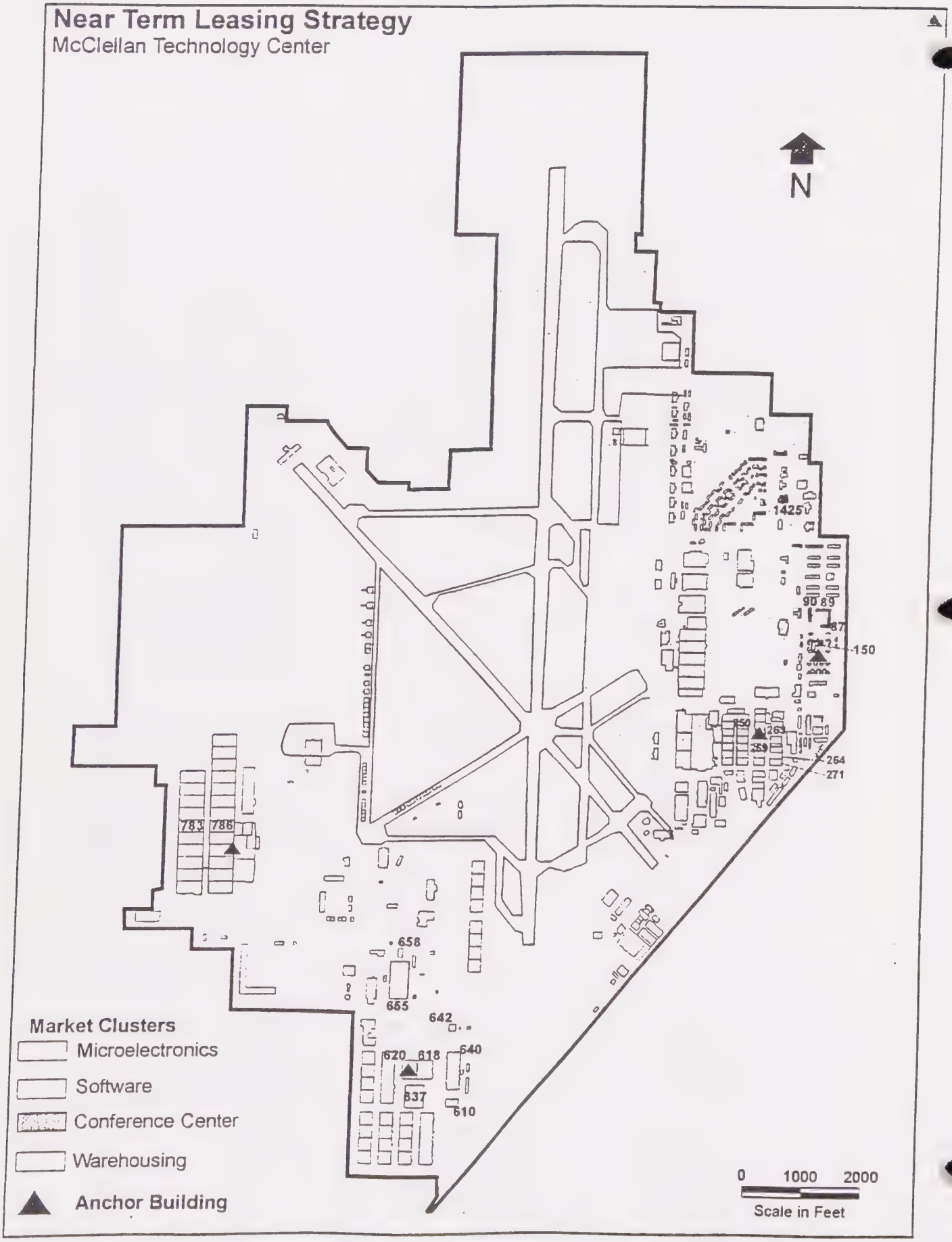
A summary of the Top Priority Buildings for immediate leasing is shown in Table 1, and depicted on the map as Figure 1. As shown, the Top Priority Buildings are organized by Marketable Clusters. This aspect of the leasing strategy is key to creating a new sense of location and image in manageable increments of space. The following describes each cluster in terms of size, overall condition, and commercialization "anchors."

Table 1: ..e. Term Leasing Strategy - Marketable Building Clusters

BLDG. NO.	DESCRIPTION	SQ. FT.	DATE	USE	COMMENTS
Microelectronics District:					
618	Defense Microelectronics Activity (DMEA)	73,112	1984	Office/R&D	Strong DMEA vendor interest, pending DMEA consolidation to 620
610	LHP Material Support	24,000	1969	Warehouse	Automated cart delivery system to bldg. 637
637	Electronic Repair Facility	111,000	1988	Warehouse/Office	60' roll-up door, computerized storage system, 2 cranes
640	Communications Electronics	150,190	1954	Manufacturing	7 high bay roll up doors, 7 low bay roll up doors
642	Communications Electronics HQ	12,392	1966	Office	No windows
655	Shelter Repair	203,958	1958	Manufacturing	Main shelter repair facility; paint booth, large open bay
658	Media Blast Booth	11,096	1972	Manufacturing	Totally enclosed media blast booth
		585,748			
Software District:					
23	Civil Engineering Office	4,545	1930s	Office	Base Operating Infrastructure (BOI) interested
50 A-G	Administration	160,160	1938	Office/Warehouse	64,000 sf warehouse
50 HH	Administration	33,500	1938	Office	Interior upgraded and remodeled 1996, can be subdivided
263	Administration	98,234	1942	Office	Technology & Industrial Support (TIS) office; can be subdivided
264	Administration	20,544	1941	Office	Proximity to TIS; can be subdivided
269	Administration	152,813	1930s	Office	Can be subdivided
271	Admin./Warehouse	20,579	1942	Office/Warehouse	1996 interior upgrade; proximity to TIS; can be subdivided
		490,375			
Conference Center:					
87	Visiting Officers Quarters (VOQ)	19,584	1967	Conference Accommodations	Operate in conjunction with Officers Club conference center
89	Visiting Officers Quarters (VOQ)	23,698	1957	Conference Accommodations	Operate in conjunction with Officers Club conference center
90	Visiting Officers Quarters (VOQ)	17,407	1959	Conference Accommodations	Operate in conjunction with Officers Club conference center
150	Officers Club	29,943	1938	Conference/Athletic Facility	Conference facility, food service, pool
1425	NCO Club	17,374	1968	Conference Facility	Dining facility, complete kitchen, renovated 1985, new roof 1995
		108,006			
Defense Logistics Warehouse Complex					
783	Warehouse	1,341,441	1957	Warehouse	Part of existing Defense Logistics Agency(DLA) facility
786	Warehouse	822,393	1989	Warehouse	Part of existing DLA facility
		2,163,834			
	Total	3,347,963			

Near Term Leasing Strategy

McClellan Technology Center



Revised April 14, 1997

Cluster 1: Microelectronics District

The Microelectronics District, located in the southern portion of the McClellan Technology Center, could potential encompass Buildings 618, 610, 637, 640, 642, 655, and 658. The District contains a total of approximately 586,000 square feet of space in a combination of office, R & D, and warehouse buildings. Structures in the District range in age from the 1950s (two large manufacturing buildings in good repair) to a 1980s office building with specialized improvements for computer systems support.

This area presently houses two business units with strong potential for rapid commercialization and future growth: the Defense Microelectronics Activity (DMEA) and Shelter Repair. Both of these "anchors" could also lead to the attraction of other related businesses, as profiled below.

DMEA Commercialization and Attraction Potential. DMEA is a research, development, and prototyping facility with expertise in reverse engineering, designing, testing, and prototyping of microelectronics components. Its current focus is on the reverse engineering of obsolete microelectronics components in DoD weapon systems in order to develop design specifications for replacement parts. After prototyping a newly designed device, DMEA issues a procurement bid to private sector vendors.

DMEA's special role as a facilitator between military end users and private sector producers has led to a contracting mechanism that allows DMEA to rapidly award competitive contracts. This unique program has proven to be extremely successful to both the DoD and to industry. In fact, DMEA's program has been repeatedly acclaimed as the preferred model for how DoD should work with private sector vendors.

DMEA currently employs 136 engineers and support staff, and will continue to operate as an economic unit up to and after base closure (under the auspices of DoD). DMEA attracts approximately $150 million of new workload annually from both military clients such as the Air Force and NASA, and from private sector clients such as Ford, General Motors, Chrysler, and SMUD. Much of these latter clients have formed alliances with DMEA through Cooperative Research and Development Agreements (CRADAs).

DMEA operations are currently housed in Buildings 618 and 620. Building 618 has many special features including raised floors, precise temperature control, copper lining, and segregated space for classified work. The Air Force is in the process of consolidating DMEA into Building 620; funds to remodel part of 620 have been budgeted but not spent by the Air Force. When this move occurs, Building 618 will be available for leasing.

Since the DMEA will remain at McClellan up to and beyond base closure under the auspices of DoD., and its expertise is highly interactive with the private sector, its presence will serve as an important magnet for private sector tenants operating in fields related to DMEA work. A DMEA vendor, CDI, has already expressed strong interest in locating in Building 618 when it is available. Other DMEA contractors such as Rockwell, Hughes, Lockheed Martin, and TRW may find it beneficial to locate near the DMEA facility in order to facilitate interaction between engineers from both groups. Moreover, a CRADA project currently underway between DMEA and SMUD to develop "smart" meters for residential units, currently in the testing phase, may lead to significant new economic activity. SMUD will eventually license the design to a manufacturer, and the meter manufacturer could potentially locate at McClellan in the Microelectronics District. Thus, eventually, the District could attract new facility development to house vendors and spin-off manufacturing activities from DMEA work.

Shelter Repair Commercialization and Attraction Potential. This workload is primarily located in four buildings: 610, 637, 640, 655. Building 610 is a 24,000 square foot parts storage facility with a wire-guided automated parts delivery system connected to Building 637. Building 637, constructed in 1988, is a 111,000 square foot manufacturing facility with an overhead crane, flexible work benches, and 10,000 square feet segregated for classified work. Building 640 is a single-story 150,000 square foot structure with an overhead crane, raised floors for 10 mainframe computers, and facilities for the repair of integrated circuit boards, navigational aids, and weather equipment. Much of 640's equipment is expected to be moved to the Tobyhanna Army Depot. Building 655 is a 204,000 square foot structure with an overhead crane, paint booth, bead blast facility, welding shop, and machine shop. Building 655 also contains an extensive warehousing operation with a segregated storage system including a high density computer controlled storage and retrieval system with 6,000 positions for 5'x5' box pallets.

Shelter Repair capabilities include:

- Constructing and customizing specialized shelter and shipping containers.
- Maintaining and repairing radar, radio, and telecommunications transmitters and receivers.
- The repair and maintenance of antennae, satellite ground stations, radar, and other remote site telecommunications equipment. This capability will not be transferred to Tobyhanna and thus offers an excellent opportunity for privatization and commercialization. The market for worldwide support for communications electronics is currently served by private sector corporations, such as Motorola, that provide repair and contract support services.

- Low-cost, comprehensive technical documentation services (i.e., technical writing and editing, converting hardcopy text to a CD-ROM format or an electronic database).

The extensive set of skills, services, and remaining equipment associated with the Shelter Repair unit have attracted significant interest from private companies seeking to forge a partnership with ATICS, the Shelter Repair employee-owned company. While ATICS will supply a trained and knowledgeable workforce, its private sector partner will provide investment funds and will bring both ongoing and new contracts to McClellan. It is likely that interest expressed by the private sector will result in a near-term partnership or joint venture, establishing a second significant "anchor" tenant in the Microelectronics District.

Marketing Strategy for Microelectronics District. Since there is a substantial amount of potential commercialization activity within the remaining DMEA and Shelter Repair groups, as well as notable interest from vendors and other companies to locate near these groups, the marketing strategy for the Microelectronics District focuses on immediate actions as follows:

1. Work with Air Force to expedite renovation of 620 for relocation of DMEA.
2. Work with Air Force to develop transition timetable so that available space and its timing can be identified.
3. Assist Shelter Repair employee group (ATICS) in securing a joint venture partner.
4. Execute lease with joint venture partner.
5. Develop leasing policy.

Once these "anchor" activities are completed , implement the following:

1. Prepare a black and white desktop-published brochure describing the facilities, on-going business ventures, and available space
2. Organize a Microelectronics District Request for Interest (RFI) process. An RFI is a formal invitation by a property manager to private companies to express their interest in leasing space, without the need for respondents to disclose precise business terms or detailed business plans. Using an RFI process will enable the LRA to solicit interested parties without committing to a specific time table or rent structure until more details are resolved with the Air Force. In this case, the RFI process should include developing a brief packet of information, a targeted mailing list of regional firms and suppliers to the defense workload, a promotional/briefing event on-site to offer the facilities, and a deadline for submitting expressions of interest. This process will undoubtedly uncover a host of interested companies from which to further select tenants for the cluster.

Cluster 2: Software District

This cluster contains a total of more than 490,000 square feet of office and warehouse buildings ranging in age from the late 1930s to the recently remodeled bays forming parts of Building 250. The cluster has been laid out over the years to form a functional urban-style business setting, and offers an attractive location near other centers of planned activity. It should be noted, however, that certain portions of the large Building 250 complex have been requested through the Public Benefit Conveyance process; therefore, this cluster will contain a mix of uses rather than an exclusive focus on industrial uses.

The cluster contains a significant commercialization opportunity in the Technology and Industrial Support (TIS) unit, as described below.

Technology and Industrial Support (TIS) Commercialization and Attraction Potential. TIS provides software and hardware engineering services to the Air Force and other DoD clients. TIS capabilities cover a wide variety of services including software and hardware engineering to update legacy systems, hardware fabrication, systems management, software verification, automatic test engineering, technical documentation and quality assurance. Each of these skills has commercialization potential to state and local public agencies as well as private industry needing to update their legacy mainframe computer systems.

At present, TIS employs 167 software/hardware engineers, 109 electronic technicians, 24 documentation specialists, and 38 technical support and administrative personnel. TIS had a workload of $34 million in 1996. TIS is currently housed in approximately 30,000 square feet of space in building 263 .

The TIS workload is currently included in the privatization work being offered through the public/private competition, but the building it is currently located in is not included in the list of buildings expected to be requested by the bidders. If the public bidder is successful, the workload will relocate out of state, but the personnel and some of the equipment will remain at McClellan, creating an opportunity to initiate a commercial venture and potentially "seed" this cluster as an anchor. If a private bidder is selected, TIS personnel and equipment may relocate within the McClellan site, eliminating this unit's ability to serve as an "anchor" to this cluster, or it could remain in this cluster, again facilitating the anchoring of the area.

Target Tenants For Software District. In addition to the synergy that may develop around the commercialization of TIS, this District offers the opportunity to capture other software and related high technology businesses seeking expansion space in the Sacramento region. This sector is a small but rapidly growing part of the regional economy. Certain buildings in the District, particularly large bays that

will be available in the Building 250 complex, provide an urban-style business setting with historic facades and recently upgraded interiors, similar to the software and multimedia concentrations of businesses in the South of Market section of San Francisco and as well as in West Berkeley.

The BDC is also working with a prospective tenant for this District, an employee-owned software company known as the 3rd Millennium.

Marketing Strategy for Software District. Beyond the uncertainty related to the future of TIS personnel, this marketable cluster contains buildings (and possibly equipment) that would be attractive to software and related businesses. Thus, it is recommended that irrespective of the outcome of the public/private competition, this cluster be considered as the Software District of the McClellan Technology Center, and that the following steps be taken to market it:

1. Meet with the Air Force to determine its transition timetable, with an focus on identifying at least 50,000 square feet of space that could be made available for immediate leasing purposes.
2. Prepare a marketing packet, identify software firms regionally and elsewhere in Northern California, and initiate a mailing and direct contact marketing effort. Alternatively, this step could be structured as a Request for Interest, similar to the Microelectronics District process outlined above.
3. Emphasize the Software District through the available marketing expertise of the Defense Facilities Marketing Association to gain statewide exposure.
4. Explore this District as the location of the McClellan Software Incubator project (initial study currently underway). If feasible, establish this incubator in the District, and promote its presence to other software companies.
5. Develop leasing policy.

Cluster 3: Conference Center Complex

This cluster consists of two potential conference facilities, the Officers Club (almost 30,000 square feet of pleasant space including drinking, dining, and athletic facilities that is only partially used by the Air Force and may be available for early privatization); a 17,000 square foot NCO Club that was completely renovated in 1985, and more than 60,000 square feet of visiting officers quarters which can function as overnight lodging. Essentially, these facilities provide the long-term opportunity to create a large daytime meeting and overnight conference facility for the McClellan Technology Center, as well as for other businesses and organizations in the region. The presence of this cluster provides an excellent amenity for the state-of-the-art business park envisioned by the reuse process.

Similarly to the other clusters described above, the Conference Center Complex offers the opportunity to "jump start" itself as a private venture by serving the Air

Force as an Officer's Club while also serving new Technology Center tenants and other customers. The NCO Club, and probably most of the overnight quarters, are still needed by the Air Force but should be investigated for timing of availability.

Potential Operators of Conference Center. There are numerous potential operators for a privatized conference center, including several that have already expressed interest to the LRA. These include large hospitality chains such as Marriott as well as smaller local operators and non-profit organizations.

Marketing the Conference Center Complex. As with the above clusters, the immediate privatization and leasing potential of the Conference Center Complex depends to some extent on the transition plans of the Air Force and its downsized need for recreation space, meeting space, and overnight lodging. Because this complex represents a privatization as well as a leasing opportunity, the following steps are recommended:

1. Meet with the Air Force to determine the space utilization and timetable for transition out of the Officers Club
2. Organize a Request for Proposals (RFP) process to market the privatization and lease opportunity. The RFP process is a more specific offering of property for sale or lease than an RFI, and the RFP typically invites proposals including business offers and financial details. In this case, the RFP process will involve drafting an RFP, developing a mailing list of potential operators, holding a pre-bid meeting, organizing bidder tours, evaluating RFP responses for financial soundness and ability to sustain operations, and selecting an operator. This process should be conducted by LRA staff, consultants, and representatives from the Action Team.

Cluster 4: Distribution & Logistics Complex

This cluster contains more than 2 million square feet of warehouse space located in Buildings 783, 786, and 788. A portion of the space is currently used to support McClellan workload as well as other defense logistics needs. An unknown portion of this complex will still be needed to support the workload subject to the competition, and for this reason, the complex has been earmarked by the Air Force as needed by the bidders, and the private consortiums have included logistics companies in their team roster.

However, it should be noted that non-competition companies have also expressed interest in this complex, with the understanding that if they were the leasee/operator, the DoD workload would need to be supported by their activities.

Potential Operators of Logistics Warehouse Complex. The Sacramento region contains several large warehouse complex property owners and operators, who

would be likely candidates for leasing this complex if it were made available separately from the competition process.

Marketing the Warehouse Complex. The LRA and its advisory Action Team could consider earmarking the Warehouse Complex as separate from property available to the private bidders, with the provision that its disposition must still serve the successful bidder. The advantage of this approach is that it will maximize the return directly to the LRA in terms of rent revenue generation. However, the advantage of earmarking the Warehouse Complex as part of the competition-related property is that the logistics operator opportunity could be used to offset other costs of locating at McClellan that impact the competitors' ability to be cost-competitive.

If the LRA opts to market the Warehouse Complex directly to private leasees/operators, the following steps are recommended:

1. Organize an RFP process requiring respondents to demonstrate their commitment to serving the successful DoD workload bidder. The RFP should establish minimum rent payments and other parameters of the transaction desired by the LRA.
2. Develop a mailing list from real estate industry sources.
3. Issue RFP, hold pre-bid tours, and select from the respondents.
4. Execute lease with successful respondent.

IV. GENERAL LEASING & MARKETING STRATEGIES FOR 1997

In addition to the specific cluster recommendations, this section provides direction for general leasing and marketing activities for both the LRA and BDC for the remainder of 1997. Once the outcome of the public/private competition is determined in early 1998, these strategies should be updated to reflect the status of privatization in place at that time.

Contact Management

This is a critical step in the enhancement of targeted leasing and marketing. The LRA should designate a staff person as the conduit for all inquiries. This staff member should become conversant with the Excel spreadsheet which has been developed by BAE based on the earlier ACT database. The staff member should be responsible for entering all new information, and should generate reports updating the number and type of inquiries at least on a weekly basis. These could then become the basis for weekly leasing coordination meetings between the LRA and the BDC.

As part of the research for this report, BAE coded the existing database of contacts/inquiries per a system developed jointly by the LRA and the BDC. Sorting the data by type of inquiry revealed that more than 320 businesses and individuals not affiliated with the public/private competition have contacted the Air Force, the LRA, and/or the BDC to date with interest in locating at McClellan. While some of these business inquiries have evolved into further discussions with the LRA Business Development staff, many of the inquiries have not been routinely contacted for updating. It is recommended that, as part of the marketing efforts and solicitations recommended for the Microelectronics District, the Software District, and the Conference Center Complex, these initial inquiries be considered part of an pre-existing mailing list. In addition, the LRA should prepare bi-annual mailings to all entries in the database providing an update on overall development of the McClellan Technology Center.

Employee-Owned Business Formation

Employee-owned business formation is a vital component of the overall leasing and marketing strategy for McClellan. Businesses that are started, owned and operated by McClellan employees have a deep commitment to the Sacramento community and offer increased long-term job security because they are less likely to relocate or downsize. In addition, because employees who are starting their own businesses are largely planning to start working at their growing commercial enterprises part-time, they are more likely to experience a smooth transition out of federal employment. Developing opportunities to retain these highly-skilled

workers serves the desire to attract other high-tech and manufacturing companies to the Sacramento region. A healthy mix of established corporations, employee-owned companies, and small businesses will ensure a diverse economic base at the McClellan Technology Center.

Plans for future marketing and client recruitment efforts will concentrate on e-mail, press releases with testimonials (client success stories), and direct outreach to groups of employees (for individual or employee-owned businesses) in particular work areas. To augment the current approach that encourages employees to identify business ideas on their own, the BDC will expand our efforts to include a "reverse" approach – identifying commercial business opportunities based on employee skills and marketing these opportunities to employees. Specifically, this would require the BDC to identify and market commercial business opportunities related to McClellan "business units" with commercialization potential such as the airframe maintenance capability, the nuclear radiation center, the foundry, micro-electronics, shelter repair, and software development units.

Other planned BDC activities include scheduling seminars and/or small group meetings of McClellan employees, developing information and a process to track results of BDC efforts in terms of client recruitment and business formation, continuing to support alternative transportation incubators through technical assistance and lease negotiations, and development of a new business incubator to house manufacturing activities and/or software development in support of the industrial core and the regional economic base.

Leasing and Marketing Coordination

To the extent possible, the LRA and BDC staff members involved in leasing and marketing must work to continue their coordination efforts. Weekly meetings to discuss the status of all active and pending deals, as well as new inquiries and their disposition, are highly recommended. As issues are raised through the first few deals, standardized documents for intake information as well as refined proposal checklists and lease documents should continue to be developed.

1997 Promotional Campaign

In addition to the specific actions recommended in the preceding chapter, the LRA needs to undertake an organized, targeted promotional campaign. The goals of this effort should be as follows:

1. Create an identity for the Technology Center.
2. Establish an on-going sense of excitement and rebirth.
3. Accelerate the conversion from military base to business park.

This campaign is critical to establishing the momentum and clarity of purpose needed to rapidly replace lost jobs and gain the confidence of the private sector. However, some of the conventional mechanisms that would typically be used (e.g., elaborate entry statement, new cafes/restaurants, etc.) are not yet available to the LRA to meet these goals, due to the continued presence of the Air Force on an active military installation. Thus, for the next year, it is recommended that the following steps be taken. Each of the steps should be executed by an LRA staff member with assistance from the McClellan Action Team.

1. Establish an organized Speakers Bureau with an explicit schedule of targeted speaking engagements. There should be designated LRA staff person responsible for organizing and coordinating this effort, and all LRA and BDC staff members should be kept appraised of any members speaking engagements (via weekly memos).
2. Schedule regular (e.g., six month intervals) press days at the Technology Center, and/or issue regularly scheduled press releases (e.g., once every other month).
3. Work with LRA public relations staff to further refine strategy.

Collateral Materials

One of the most important goals of early leasing and marketing should be the preparation of attractive collateral materials. A good start has been made by the preparation of the nearly-finished full color Technology Center brochure and LRA Web site. However, there are many additional print and media packages that could be prepared for a relatively low cost.

The following steps are recommended:

1. Complete the nearly-finished full color McClellan Technology Center brochure. Develop a mailing list of 5,000 developers, brokers, top 100 industrial companies per sector, and public officials to receive the brochure.
2. Develop a fully-automated "road show" presentation using a laptop computer and pre-set Power Point slides to describe the Technology Center and its opportunities.
3. Develop 1-page fact sheets on each available facility for at least the buildings within the clusters identified in this report, as well as any other facilities with immediate leasing potential. This fact sheet should contain data similar to a broker's flyer, including a photograph, size and age of building, available building amenities, and other pertinent information. These should be posted on the LRA Web site as well.

Long-Term Physical Planning for Marketable Clusters

In keeping with the above approach targeting immediate leasing opportunities, the LRA should also incorporate the marketing cluster concept into its long-term reuse planning. The reuse planning effort should include analysis of public improvements to infrastructure and buildings needed to render the clusters marketable, and a financing plan including both public and private sources of capital should be prepared to implement the cluster concepts.